

RESHAPING GOVERNMENT: AN EXAMINATION  
OF VALUES IN THE CANADIAN PUBLIC SERVICE

by

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### ABSTRACT

It has become apparent, especially over the past decade, that the services provided by government have not been meeting public expectations. Canadians are calling not only for increased efficiency in government but for greater integrity and greater responsiveness to their needs as well. In large part because of public concerns, not only in Canada but around the world, we have witnessed a trend towards re-inventing public organizations. Efforts to reshape and renew public organizations in Canada have led these organizations to espouse new values such as innovation, creativity and openness which have not traditionally been associated with public sector management and operations. Many academics and practitioners are now arguing that a new paradigm of public organization - the post-bureaucratic paradigm- is emerging and that this development will bring about revolutionary change in public sector management.

The purpose of this thesis is to examine both the traditional and the new values of the public service to determine which values will remain important in the years to come. Since many public organizations are espousing values that have traditionally been associated with business rather than public organizations, the thesis compares the values currently espoused by public and business organizations.

In addition, this thesis demonstrates that at the same time as there has been a shift in public service values, there has been a

related shift from the classical bureaucratic paradigm of public organization toward a post-bureaucratic paradigm. The thesis presents a new "value framework" so as to assist public administrators to understand the changes that are taking place and to provide a basis for further scholarly work in this area.

Much of the thesis is devoted to explaining the evolution from the traditional public service values to a new set of values. One of the major findings of the thesis is that several new values are currently being espoused by public organizations and that most of these new values are usually considered to be "business" values. It is clear that the shift in public service values is paving the way for a paradigm shift towards new forms of public sector management and organization. The current value system in the public sector is comprised of a blending of both traditional and new values; this new set of values is central to efforts to renew and reshape government.



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## CHAPTER I

### INTRODUCTION

Between 1988 and 1990 some of Canada's leading public opinion survey firms questioned Canadians concerning their perception of the government's ability to provide public services. Although there was wide variation in opinion, only two percent of Canadians were "very satisfied" with the government's performance.<sup>1</sup> Only one in three Canadians felt that their federal tax dollars were worth the quality of services received<sup>2</sup>, and forty-nine percent believed that government has made "no change" in providing better value for money since 1984<sup>3</sup>, the year that the Mulroney Government was elected for the first time.

Government's difficulty in achieving high standards stems from the fact that public management takes place in a political environment. As explained in the 1983 Auditor General's Annual Report, public managers have traditionally faced many distinctive constraints. These constraints include working within a political environment, a lack of incentives, high public expectations regarding prudence and probity, unclear lines of accountability, a lack of clear results, the need to satisfy numerous conflicting demands (e.g. from central agencies, service departments, review bodies etc.), and the rigidity of personnel and staffing rules.<sup>4</sup>

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<sup>1</sup>Decima, Fall 1989.

<sup>2</sup>Environics, 1989, No. 4.

<sup>3</sup>Decima., 1988, No. 3.

<sup>4</sup>Canada, Office of the Auditor General, Report of the Auditor General: 1983, (Ottawa: Supply and Services, 1983), pp. 53- 73.

Although these are only a few of the common constraints listed in the report, they provide good illustrations of traditional 'bureaucratic' deterrents to productive management, and, therefore, to high-quality public services.

What is significant, however, is that in a 1990 Ekos poll, which questioned only public servants, positive feedback was given in support of the quality of services provided by public servants. According to this poll, the majority of front-line staff and of middle and senior managers considered service quality as not just another managerial 'passing fad', but as an important and enduring element of public sector management.<sup>5</sup> The public servants surveyed supported a general commitment to serving and satisfying the public, as well as their own staff and organization, by valuing their employees; promoting training and development; encouraging openness and courtesy; and fostering accessibility, promptness, and convenience to the public.<sup>6</sup>

It may seem odd that public servants believe that they are providing, or at least promoting, a high-quality operation when the public's perception is so different. Although surveys show that many Canadians have an anti-government or anti-public service attitude<sup>7</sup>, it is important to note, from the Ekos poll, the signs of change and renewal given by the federal public servants. These

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<sup>5</sup>Ekos. 1990.

<sup>6</sup>Ekos., 1990.

<sup>7</sup>Note an insightful study by Peter Dobell and Byron Berry. "Anger at the System: Political Discontent in Canada", in Parliamentary Government. Jan. 1992., pp. 3-20.

reactions may be the foreshadowing of what may eventually become, in essence, the 'renewed' public service.

Many academics and practitioners are now arguing that a revolutionary change is occurring in both the theory and practice of public administration.<sup>8</sup> According to Michael Barzelay, a new paradigm of public organization, the 'post-bureaucratic' paradigm, is emerging and will transform what is traditionally thought of as the 'classical' bureaucratic model.<sup>9</sup> If this 'paradigm shift' from the classical bureaucratic paradigm to the post-bureaucratic paradigm is realized, it will mean radical, unprecedented change for the role of the public servant and the environment in which policy is executed.

The term paradigm refers to a "set of widely held assumptions about reality in a particular discipline or field".<sup>10</sup> The classical bureaucratic paradigm is not necessarily characterized by

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<sup>8</sup>For further elaboration see: David Osborne and Ted Gaebler Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector. (Don Mills: Addison-Wesley, 1992); Robert B. Denhardt The Pursuit of Significance: Strategies for Managerial Success. (Belmont, California: Wadsworth, 1993); Michael Barzelay with the collaboration of Babak J Armajani Breaking Through Bureaucracy: A New Vision for Managing in Government. (Berkeley and Los Angeles: University of California Press, 1992); Jim Vantour (ed.) Our Story: Organizational Renewal in Federal Corrections. (Ottawa: Canadian Centre for Management Development, 1991); and, Michael Hammer and James Champy Reengineering the Corporation: A Manifesto for Business Revolution. (New York: Harper Collins, 1993).

<sup>9</sup>Michael Barzelay. Breaking Through Bureaucracy: A New Vision for Managing in Government (Berkeley and Los Angeles: University of California Press, 1992), pp. 3. ff.

<sup>10</sup>Kenneth Kernaghan. "Reshaping Government: The Post-Bureaucratic Paradigm", Canadian Public Administration, Vol. 36., (Winter 1993), p. 636.

Table One

Characteristics of the Traditional Bureaucratic Paradigm	Characteristics of the Post- Bureaucratic Paradigm
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Relatively rigid management systems	Flexible, reflective open systems
Address normative needs	Case-based focus
Process outcome as conformity	Client satisfaction as process outcome
Central direction and control	Devolved regulations and control
Assumes a static environment	Challenges change and seeks opportunities
Pliant staff reactive to precedent	Proactive, feedback-oriented staff
Administration grounded on rule-based compliance	Examines presuppositions and seeks alternatives
Risk averse	Innovate

what would be considered the 'ideal' bureaucracy, in the Weberian sense of the term; rather it describes those characteristics that are most associated with traditional bureaucratic organizations. Some of the elements which best characterize this paradigm are autonomous decision-making, centralized structures and controls, rigid rules, procedures and constraints, and accountability for processes. On the other hand, as shown in Table One<sup>11</sup>, the post-bureaucratic paradigm is generally the antithesis to what may be described as the classical bureaucratic paradigm in that it

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<sup>11</sup>Norman Fletcher. "Empowerment From the Bottom Up", in Policy Options. Vol. 14, November 1993, p. 34.

promotes collaborative decision-making, decentralization, empowerment, accountability for results and the 'pro-active' philosophy whereby innovation, risk-taking and continuous improvement are commended.

It is now being observed that at the same time that a paradigm shift may be taking place, a shift in public service values is also occurring. Some of the old values are being reinterpreted and new values are emerging. Many academics argue that an important indicator of the possibility of a paradigm shift is the acceptance of current values supporting the post-bureaucratic paradigm.

### Defining Values

The term values is a central concept in the social sciences and humanities that is frequently used, almost as a buzzword, in regard to organizational change. For example, the sociologist may refer to values in the societal or social context, describing them as societal values, whereas the psychologist may be concerned with the values of only one person, what may be referred to as personal or individual values. Although values can be interpreted in numerous ways, it is useful for the purposes of this study to focus on values in the organizational context, and specifically in the context of public organizations.

Values are "enduring beliefs that influence the choices made by individuals, groups, or organizations from among available means



or ends".<sup>12</sup> In the public sector, the values of efficiency, effectiveness, accountability, political neutrality, representativeness, responsibility, integrity and fairness/equity are public service values, that is, they are generally representative of the ideals and standards applicable across the public service as a whole.

In the Public Service 2000 report on the reinvention and renewal of the Canadian public service, another list of values identified service, loyalty, honesty, integrity, non-partisanship, prudence, fairness, impartiality, professionalism and respect as the traditional public service values.<sup>13</sup> This list is quite similar and generally overlaps the public service values described above. Although the terminology between the two lists may differ somewhat (e.g. political neutrality as compared to non-partisanship), the meaning and the understanding of these values are generally quite similar. It is notable that these values are described as "simple and unchanging".<sup>14</sup> It will become evident in this thesis that neither public service values nor private sector values are simple or unchanging.

Values are certainly not simple; they can actually be quite tricky because they do not always complement each other; indeed

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<sup>12</sup>Kenneth Kernaghan and David Siegel. Public Administration in Canada: A Text. 2nd ed. (Scarborough: Nelson Press Canada, 1991), p. 281.

<sup>13</sup>Canada, Public Service 2000, The Renewal of the Public Service of Canada. (Ottawa: Supply and Services, 1990), p. 13.

<sup>14</sup>Ibid., p. 13.

values can often conflict with one another. For example, providing a thousand homes for native people at a reasonable price and quality over a scheduled period of time promotes both the values of efficiency and effectiveness; however, if the homes were needed long before construction was completed, efficiency would be achieved, but not effectiveness. Also if construction was hurried, with a higher cost to the taxpayer, the operation might prove effective, but not efficient. Therefore, when the Auditor General states that values "influence which tasks people will do with care, which they will do superficially, and which they will try to avoid",<sup>15</sup> it should be kept in mind that value conflicts can occur, and that ranking the most appropriate and/or important values both for individuals and for the organization as a whole is a difficult and continuous process.

Also, due to the sheer size and scope of government, let alone the many different and often conflicting interests that it must satisfy, the relative importance of these values is inevitably going to vary. Ideally, an organization will decide upon its organizational values, that is, those values which are particular to the organization itself. It should be kept in mind that there are numerous organizational values and numerous ways in which one can describe them (e.g. innovation could encompass the values of empowerment, risk-taking as well as teamwork). According to the 1990 Report of the Auditor General, organizational values focus on

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<sup>15</sup>Canada, Office of the Auditor General. "Values, Service and Performance". Report of the Auditor General: 1990. (Ottawa: Supply and Services, 1990), p. 33

"how the world should be; a sense of what ought to be; [and] an organization's general goals, ideals and standards".<sup>16</sup>

Once the organization begins to identify its values, a list of core values can then be established. These are the values that are 'espoused' by the organization. Ideally these values will not only be espoused by the organization, but they will be 'practised' or 'lived' by the organization as well.<sup>17</sup> However, although an organization may have identified its 'core values', it does not necessarily mean that they will be shared throughout the organization. Shared values are the ideal situation whereby every part of the organization espouses and practices the same core values.

With respect to the public service as a whole, its public service values have already been identified above. The difficulty lies in trying to promote the use of these values as shared values, especially now that it is being argued that if a paradigm shift occurs, this will simultaneously alter the traditional public service values. Although these traditional values have shown fluctuations in relative importance over time<sup>18</sup>, it is possible that the core values of the public service are actually changing or being reinterpreted into a set of new public service values. The

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<sup>16</sup>Ibid., p. 178.

<sup>17</sup>For an explanation of how to construct a value statement see: The Government of Canada. Governing Values: A Background to Discussion. (Ottawa: Supply and Services, 1987), pp. 7- 19.

<sup>18</sup>Kenneth Kernaghan. Core Values in Public Service. (Draft) Prepared for the Ethics and Values Committee on the Institute of Public Administration of Canada. Unpublished., p. 4.

question as to whether this is, or soon will be occurring, is one of the major questions which this thesis will examine.

### The Importance of Public Service Values

Until the last decade, little attention was focused on public service values since many public service managers did not recognize their importance. It is now being realized that both public and private sector managers can utilize values as both analytical and management tools to understand and serve their organizations better.<sup>19</sup> Although values may be criticized as being a 'soft' element of management, if used correctly, their significance and effectiveness can be quite potent.

To begin, values provide an analytical tool, in the form of a framework, to explain past, current and emerging developments in public administration.<sup>20</sup> This thesis provides a good example of this framework since the classification of traditional public service values will be examined along with a study of new public service values as a basis for discussing the future of the Canadian public service. However, values are useful not only as general analytical tools for academics and scholars but also as analytical tools for practitioners of public administration. For example, the Human Resources Directorate, which is a part of the Department

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<sup>19</sup>Kenneth Kernaghan. "The Emerging Public Service Culture: Values, Ethics and Reforms" in Canadian Public Administration. (Winter 1994), p. 2.

<sup>20</sup>Ibid., p. 2.

of Forestry Canada, has a separate value statement.<sup>21</sup> By having a value statement which identifies its own core values, over time its statement may be used as a basis for examining its own past, current and emerging developments. In addition, the Human Resources Directorate may use its value framework as an analytical tool to compare itself with other human resource divisions.

Once an organization establishes a value framework, the set of core values will provide the foundation for the purpose and goals of the organization. This will obviously be useful as a management tool to assist with further development in the areas of strategic planning and organizational change.<sup>22</sup> Outlining the core values of the organization provides a written statement on what the organization stands for. Thus, value statements are influential tools which can serve as guidelines<sup>23</sup> to promote clarity and direction in an organization by providing the essential foundation and framework "for guiding individual and organizational behaviour".<sup>24</sup>

Values are useful as a means of focusing an organization's purpose and goals, but they have also been said to be the "heart of

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<sup>21</sup>Forestry Canada, Human Resources Directorate. "Human Resources Directorate- Values". Forestry Canada, Strategic Plan.

<sup>22</sup>Kernaghan. "The Emerging Public Service Culture". p. 2.

<sup>23</sup>As 'guidelines'; values may prove to be a more flexible, adaptable and less limiting instrument than rules.

<sup>24</sup>Kernaghan. "The Emerging Public Service Culture", p. 3.

organizational culture".<sup>25</sup> Once the core values of the organization are established, these values are then organized into a value system whereby they act as a unifying force to produce pride, loyalty and commitment to the organization.<sup>26</sup> According to the Committee on Governing Values, organizations "without clearly enunciated values are vulnerable to morale and productivity problems because employees are left to interpret the value system on their own".<sup>27</sup> According to Zussman and Jabes, "defining organizational culture as a system of shared values and viewing it as the social glue that holds the organization together comes close to an anthropological definition of culture".<sup>28</sup>

However, as was mentioned previously, the culture of an individual public organization (in terms of its shared values) may differ from that of the public service as a whole. Understandably, due to the vast size and scope of government, different organizations within it may focus on different values according to their own particular purpose and goals. Nevertheless, it is because of this very size and complexity that the public sector as a whole should promote its general public service values in order

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<sup>25</sup>W.H. Schmidt and B.Z. Posner, Managerial Values and Expectations: The Silent Power in Personal and Organizational Life (An AMA Survey Report), (New York: American Management Associations Membership Publications Divisions, 1982), p. 14. (emphasis added)

<sup>26</sup>The Government of Canada. Governing Values. p. 7.

<sup>27</sup>Ibid., pp. 7- 8.

<sup>28</sup>David Zussman and Jak Jabes. The Vertical Solitude: Managing in the Public Sector (Halifax: Institute for Research on Public Policy, 1989), p. 86.

to increase morale. Therefore, although there may be different organizational cultures within the public service, a general 'public service organizational culture' should still be promoted and maintained through the use of values. As the Public Service 2000 Report of the Task Force on the Management Category concluded, there should be "a set of values and operating principles to guide the actions of public service managers, both within departments and at the service-wide level".<sup>29</sup> Shared values may provide the foundation on which to achieve high levels of morale, commitment and productivity in the public service.

In addition, an underlying benefit of producing an effective corporate culture through the use of shared values is that the manager may be able to transform an organization without altering its structure. According to Robert Denhardt, in contemporary public organizations "it is far less likely that an organizational "turn around" will begin with a change in the structure of the organization or its patterns of authority and control".<sup>30</sup> Therefore, Denhardt suggests that "[p]rogressive managers are much more likely to focus on values".<sup>31</sup> In order to revitalize an organization, some scholars contend that change should not be focused on the organization's structure, but on its actual culture.

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<sup>29</sup>Canada, Public Service 2000, Report of the Task Force on the Management Category. (Ottawa: Privy Council Office, August 7, 1990), p. iv.

<sup>30</sup>Robert B. Denhardt. The Pursuit of Significance: Strategies for Managerial Success in Public Organizations. (Belmont, California: Wadsworth Inc., 1993), p. 22.

<sup>31</sup>Ibid., p. 22.

As one public servant explained "People work not only with their hands, but also with their minds and their hearts".<sup>32</sup>

### Traditional Values

Since the time of Confederation, a few key values have been prominent in both academic writings and government reports as well as in the practice of public administration. The concept of the public interest is widely acknowledged to be the ultimate objective of the public service and as such these values should be pursued in this interest.<sup>33</sup> These traditional public service values, as noted earlier, are accountability, neutrality, responsiveness, representativeness, integrity, efficiency, effectiveness and most recently, fairness and equity.

It is also important to note that "these values have been central to discussions of service-wide issues such as merit, patronage, classification, organizational design, and accountability"<sup>34</sup> Therefore, they may not be compatible with organizational values<sup>35</sup>. In other words, the traditional public service values are not necessarily harmonious with those values which are most highly regarded by individual public organizations. Further discussion and analysis of these traditional public service

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<sup>32</sup>Canada, Office of the Auditor General. Report of the Auditor General: 1989. (Ottawa: Supply and Services, 1988), p. 4.74.

<sup>33</sup>Kernaghan. Core Values in Public Service. p. 2.

<sup>34</sup>Kernaghan. "The Emerging Public Service Culture". p. 8.

<sup>35</sup>Ibid., p. 8.



values will be provided in Chapter II.

### New Values

In his 1887 essay on public administration, Woodrow Wilson suggested that government should be run like a business, with 'businesslike' principles to guide public administrators.<sup>36</sup> Wilson's presumption was based upon his belief that politics and administration can be separated. Although it is recognized today that the politics-administration dichotomy is not realistic, certain elements of what is dominant or even 'trendy' in private sector management today are clearly being reflected in certain new values being espoused by the public service. Although the public sector remains distinctive from the private sector, in large part because of its ultimate objective of the public interest, it seems that the public sector's view on how to achieve that public interest has changed, thus bringing these two sectors closer together, at least in operational terms.

The shift from the bureaucratic to the post-bureaucratic paradigm generally reflects the changing mindset of the federal and provincial public services. Many of the values that support the new post-bureaucratic paradigm are quite radical compared to what has traditionally been considered 'acceptable practice' in the public sector. These new public service values are focused on reshaping and reengineering the public service into a high-

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<sup>36</sup>Robert B. Denhardt. Theories of Public Organization. (2nd ed.), (California: Wadsworth Publishing, 1993), p. 50.

performance organization. The new public service values clearly reflect more of a 'businesslike' approach to public sector management, as many can be applied interchangeably between both the public and private sectors. This is not to say, however, that public sector management is not distinct as Woodrow Wilson would contend, but that the new post-bureaucratic paradigm is reflecting a less 'bureaucratic' approach in an attempt to overcome many of the traditional bureaucratic restraints which have denied the public sector the ability to achieve as high a level of performance as it could.

It is noteworthy that if the new post-bureaucratic paradigm is realized, it may have an impact upon the constitutional conventions of ministerial responsibility, political neutrality and public service anonymity. For example, it will be difficult to achieve an adequate measure of innovation and accountability at the same time. An appropriate balance needs to be struck between government reform, in this case the emergence of new values, and the democratic political processes. Therefore, although many of the new values reflect a more businesslike approach, the fact that the public service is a public organization with a primary objective of serving the people is not forgotten. These new values must be practised within the parameters of the public service. Exactly how narrowly the parameters will be defined will depend upon the willingness of the public, the parliamentarians and even the public service to embrace these new values.

Some of the new public service values that are being promoted

in the public service are service, innovation, teamwork, excellence, quality, openness, recognition, flexibility, creativity, initiative/entrepreneurship, professionalism and leadership, to name a few.<sup>37</sup> These new public service values are positive indicators that a paradigm shift is occurring. Further detail and analysis will be provided in Chapter III.

### Environmental Trends and Challenges

As explained in the 1990 Report of the Auditor General, any approach to improve the performance of the public sector should be based upon the philosophy that:

The world is messy. Hence, to manage well, we need to develop managers who can perform productively in work environments that are messy, uncertain and changing. And then it will be possible to have high-performing organizations.<sup>38</sup>

Unfortunately, the environmental trends that have been forecast for the year 2000 and beyond are going to result in a messy world and as such provide serious challenges for both public and private organizations. Most of these challenges will require a form of organization that is flexible enough to meet these new demands and, at the same time, sturdy enough to survive them. As a basis for examining the evolution of public service values, some of the challenges facing the public service in Canada will be

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<sup>37</sup>These new values are taken from the study on current values as outlined in Chapter III.

<sup>38</sup>Canada, Office of the Auditor General. Report of the Auditor General: 1988. p. 4.63.

examined. These challenges are very important because the values of the public service are affected by the changing economic, social and political climates.

Probably the most difficult challenge facing public administrators today is declining fiscal resources. Trying to decrease the annual deficit and ultimately the public debt has placed great strain on public servants. For example, even to reach the Liberals' twenty-five billion target reduction, the Liberal government will have to cut its spending by approximately ten billion dollars each year.<sup>39</sup> The overall resentment over further taxation requires public administrators to find new ways to achieve the best value for taxpayers that their money can buy. In an address to the Public Service Alliance of Canada, Marcel Massé posed the question; "[w]hy are governments changing?".<sup>40</sup> And he answered that "[t]oday, no one can afford inefficient government... even if government is run productively... How much government can we afford in today's circumstances?".<sup>41</sup>

Concerns about the economic recession will become even greater when globalization and the pressures of international competition become more evident. Canada will have to define its role internationally and deal with transnational policy issues in a

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<sup>39</sup>Jeffery Simpson. "A Staggering Debt Forces Ottawa to Cede Some Fiscal Clout", The Globe and Mail. Jan. 24, 1995. p. A-18.

<sup>40</sup>Marcel Massé. "Getting Government 'Right'". Notes for an address to the Public Service Alliance of Canada, Montreal, P.Q., September 12, 1993. p. 1.

<sup>41</sup>Ibid., p. 1.

harsher policy environment. The Canadian state will have to mediate between the global environment and the domestic society and economy. The integral component needed to achieve a prosperous 'global' future for Canadians is for Canada to become competitive as a nation. This will require among other things a productive and innovative public service, better business-government relations, and a reduction in the public debt. Globalization, combined with Canada's economic downturn, is putting the size, the role and the methods by which the public service operates, under close scrutiny.<sup>42</sup>

The public's negative perception of government and its political institutions is another area of concern to public administrators. According to a 1989 public opinion poll, politicians were ranked the lowest in terms of respect and confidence when compared to Canada's major institutions and the people who run them.<sup>43</sup> Only sixteen percent surveyed had a "great deal of confidence" in the provincial governments, which was six percent higher than the results for the federal government.<sup>44</sup> This lack of credibility in government is consistent with the public's desire for government to change. Now citizens are expecting and demanding more from government by challenging it 'to do more with less' and, therefore, requiring it to overcome its traditional barriers to providing high quality service. Public administrators

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<sup>42</sup>Ibid., p. 1.

<sup>43</sup>Goldfarb, 1989.

<sup>44</sup>Decima. 1989.

are being challenged to explore new ways to help restore the public's confidence in the institutions of government.

Changing demographic patterns is another force which will continue to challenge public administrators. For example, dual-income couples have become the norm as only one in ten families today resembles the once-common unit with the father supporting his entire family. Also, it is estimated that two of every five Canadians over the age of thirty provide some kind of care for an elderly person.<sup>45</sup> The Treasury Board has already introduced some measures to try to accommodate these needs by allowing for flexible hours, compressed work schedules, part-time employment, job sharing, maternity and paternity benefits, and workplace day care, as well as by proposing to introduce guidelines for work-at-home arrangements.<sup>46</sup> However, many of these benefits which Canadians desire are costly, and, especially with an aging 'baby boom' generation, the demand for government-provided goods and services will continue to grow.<sup>47</sup> The changing demographic patterns put great strain on public managers and arouse serious concern over the stability of Canada's health care and social services.

Another area on which both public and private sector managers will have to focus their attention is the impact of information

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<sup>45</sup>Ian Clark. "Balancing Work and Family: A Study of the Canadian Work Force", in Optimum: The Journal of Public Sector Management. (Ottawa: Consulting and Audit Canada, 1992), vol. 23-2. p. 25.

<sup>46</sup>Ibid., p. 29.

<sup>47</sup>Best Practices Approach in the Ontario Public Service. p. 12.

technology. Technology is continually changing the work environment in terms of service delivery, customer expectations and internal organizational structures.<sup>48</sup> For example, decision-making processes, structures, training, procedures and methods of internal communication must all be redefined in order to survive in the technological age. Fax machines, conference calls, electronic mail and the 'internet' bring people and their 'information' closer together. Administrators must be able to cope with these advances and promote what is best for their particular organization.

Although these various challenges will affect certain public organizations more than others, they are important to keep in mind in terms of what will be expected of the 'new' public service.

### Purpose and Methodology of This Thesis

The purpose of this thesis is to examine both traditional and new public service values to determine what values are going to be the most important to public service managers in future years. The major hypothesis is that a new paradigm of public organization, the post-bureaucratic paradigm, is emerging and will contain new values as well as reinterpretations of the traditional values. This thesis will discuss how the merging of traditional and new values will take place and attempt to define what the current values of the post-bureaucratic paradigm are likely to be.

Although there is an abundance of research on each of the individual public service values, (i.e., accountability,

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<sup>48</sup>Ibid., p. 12.

efficiency, effectiveness, representativeness,) little research has been done in the area of public service values as a whole. The research for this thesis will provide data that will assist administrators in determining the appropriate values for their respective organizations.

The methodology used in this thesis involves description and analysis. Kernaghan's classification of public service values will provide the basis for description and analysis in chapter II of the thesis. In this chapter each of the traditional public service values will be defined and assessed as to its relevance and importance in Canadian politics and administration. Other literature focusing on public service values will also be used in this chapter to provide an examination of how public managers have dealt with the various public service values.

In chapter III, the new values emerging in the public service will be analyzed by examining value statements from current federal and provincial organizations. Upon completion of this analysis, the new values will be compared to the traditional public service values outlined in chapter II. Further description from appropriate literature will be provided with regard to the history, development and relevance of each of the new values.

The values discussed are taken from the information collected for the purpose of examining current public service values. Of the 816 letters sent requesting documents concerning organizational values, 342 organizations (42 percent) responded. A total of 279 respondents were from federal, provincial and territorial



governments. Of those, 93 had value statements either as a specific document or as a part of a strategic plan or mission statement. From these statements a total of 164 different values were identified. The 63 municipal responses were not used in this thesis because the information received focused on the public service in general, rather than on individual departments and agencies.

Chapter IV will compare the values found in the private sector with the values being espoused in the public sector. The private sector values discussed are taken from the data collected for the purpose of examining current values of the private sector. Requests for documents concerning organizational values were sent to 500 private sector organizations. From the 500 requests, 87 (17.4 percent) responded.

From the 78 usable responses<sup>49</sup>, 33 percent (26) had explicit value statements and 67 percent (52) did not have value statements, but had various values scattered throughout their mission statements and strategic plans. By comparing current public and private sector values, it can be examined whether the current values of the public sector are becoming more in tune with those of the private sector. As the private sector tends to be idealized in terms of public sector management, it will be interesting to examine how different or how similar their organizational values are.

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<sup>49</sup> Of the 87 responses, ten percent were excluded for not providing documentation which referred to values.

Chapter V will summarize the findings in the thesis, with particular reference to the possible emergence of a post-bureaucratic paradigm of public organizations.

### Conclusion

As the public service enters the 21st century, it is possible that it will shift from the classical bureaucratic paradigm to a new post-bureaucratic paradigm. Thus, questions arise as to what will happen to the traditional public service values and how will they interact with the new values. It is the hypothesis of this thesis that the traditional and new values will merge into a new set of public sector values. As with the traditional values, many of these current values will continue to conflict with one another as a 'harmonious' set of public service values will not be achieved.

Another major hypothesis of this thesis is that at the same time that public service values are shifting, a paradigm shift from the classical bureaucratic paradigm to the post-bureaucratic paradigm is also occurring. The new values espoused by the public service support this new post-bureaucratic paradigm.

Lastly, the new values emerging in the public sector are becoming more identifiable with the values found throughout the private sector. Operationally, these new values support the contention that the public service is becoming more businesslike in its operations, and ultimately trying to reform and renew itself.

## CHAPTER II

### TRADITIONAL PUBLIC SERVICE VALUES

#### Introduction

As government has increased in size and complexity, public servants have acquired more power through their permanence and expertise, as well as through their minister's dependence upon them.<sup>1</sup> The fact that public servants are a powerful force within the policy-making process has long been of great concern to academics and practitioners of public administration and has continuously plagued the democratic intentions set forth in the politics-administration dichotomy.

Although the dichotomy is not realistic in today's style of government, our constitutional conventions, and even our expectations of democracy, are based upon the premise that there can be this separation between politics and administration. In Eva Etzioni-Halevy's theoretical analysis of this dilemma, her thesis is that bureaucracy is both a threat to and a necessity for democracy. She argues that the democratic political structure is a contest for power according to certain "rules of the game"<sup>2</sup>; however, a dilemma arises out of this power struggle since the

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<sup>1</sup>For an insightful discussion see Donald P. Warwick. "The Ethics of Administrative Discretion", in J. Fleishman et al. (eds.) Public Duties: The Moral Obligations of Government Officials. pp. 98-111.

<sup>2</sup>Eva Etzioni-Halevy, "Bureaucratic Power: A Democratic Dilemma", Bureaucracy and Democracy (London: Routledge & Kegan Paul, 1983), p. 86.

rules of the game are not always clearly defined. Contrary to the theoretical 'administrative' role of bureaucracy, bureaucracy can be an independent and powerful force within the political process. With ambiguous and contradictory rules, democracy then becomes a dilemma for bureaucracy and it puts bureaucracy in what Etzioni-Halevy describes as a "double bind", that is, it is expected to be subject to ministerial responsibility and yet accept responsibility for its own actions<sup>3</sup>. The outcome of this dilemma is a power struggle between politicians and bureaucrats for that ambiguous 'hazy area' between administration and politics. Thus, the realistic role of the public service is not portrayed by the politics-administration dichotomy, but is found somewhere between a timid, but democratic, paper-pushing organization and a dauntless, but less democratic, dynamic organization.

For the purpose of examining public service values, this clash between the theoretical and the practical expectations of bureaucracy is very important. Since public servants have been increasingly gaining discretionary powers, especially when their role in the public policy-making process is not clearly defined, their decisions and recommendations will be influenced by the values they hold. While they may be influenced by personal values, our focus here is on public service values, which may or may not be fully compatible with the personal values of public servants. However, public service values aid in defining the role of the public servant or at least provide a value framework within which

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<sup>3</sup>Ibid, pp. 90- 98.

public servants can function responsibly. This chapter will examine the "traditional" public service values of accountability, political neutrality, integrity, representativeness, fairness/equity, responsiveness, and efficiency and effectiveness. These traditional public service values tend to support the classical political-administrative relationship (e.g. ministerial responsibility, political neutrality, public service anonymity); the new values that will be examined in Chapter III do not support that relationship as strongly. Thus, when examining public service values it is important to understand not only how these values influence the public service internally (e.g. productivity, morale), but also how these values can affect the interaction of public servants with other actors in the political system, especially relations with politicians and the public. This chapter will define each traditional public service value and assess its importance inside and outside the bureaucracy.

### Accountability

In his address on "Reflections on Accountability, Ethics and Debt", L. Denis Desautels, Canada's Auditor General, remarked that the one thing he noticed when he first arrived in Ottawa was that "people in the public service seemed to talk about accountability a great deal, whereas people in the private sector rarely used the term, although they practised it quite naturally".<sup>4</sup> Ensuring

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<sup>4</sup>L. Denis Desautels. "Reflections on Accountability, Ethics and Debt". Notes for an Address to the Canadian Club of Ottawa. (March 16, 1994), pp. 6- 7.

public accountability has been a long-standing concern in public administration. A persuasive argument could be made that accountability has been the most dominant and enduring value of the several public service values mentioned above.

Accountability, in the context of the public service, involves "concern for the legal, institutional, and procedural means by which bureaucrats can be obliged to answer for their actions".<sup>5</sup> The concept of accountability has traditionally been closely related to that of responsibility. Many public administration scholars use these two concepts interchangeably, and argue that the concept of administrative responsibility has two components: objective responsibility (or accountability) and subjective (or personal) responsibility.<sup>6</sup> Objective responsibility refers to the traditional notion of accountability, whereby public servants are formally and directly answerable, either to an organizational hierarchy or to the law, to carry out a particular course of action. Subjective responsibility, on the other hand, refers to the "responsibility which a public servant feels toward individuals, groups, and organizations".<sup>7</sup> This form of responsibility usually involves the feelings of loyalty to those persons (e.g. the public) to whom public servants may only be

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<sup>5</sup>Kenneth Kernaghan & David Siegel. Public Administration in Canada: A Text. (Scarborough: Nelson Canada, 1991), p. 282.

<sup>6</sup>Kenneth Kernaghan and John W. Langford. The Responsible Public Servant. (Halifax, Nova Scotia: The Institute for Research on Public Policy, 1990), p. 158.

<sup>7</sup>Ibid., p. 158. (Emphasis added)

indirectly accountable.

H.L. Laframboise also distinguishes between two forms of accountability, namely, independent and dependent accountability. Independent accountability is similar to subjective responsibility for it is based on the personal integrity of an individual. In other words, independent accountability refers to the sense of individual accountability that can be felt towards oneself, as in complying with one's personal standards and moral judgement.<sup>8</sup> Dependent accountability is similar to objective responsibility; it refers to the responsibility of "responding to processes imposed by others, called to account by them and dependent on their judgment".<sup>9</sup>

There has always been a mixture of both forms of responsibility in organizations and they conflict with one another at times. For example, an assigned task may conflict with one's conscience or interpretation of public interest. Nevertheless, accountability is a fundamental component of public administration, and is related closely to many of the other traditional public service values which will be discussed throughout this chapter. The central objectives of promoting the value of accountability are as follows:

- 1) Accountability allows for the highest possible degree of efficiency, effectiveness, probity, and prudence in

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<sup>8</sup>H.L. Laframboise. "Conscience and Conformity: the Uncomfortable Bedfellow of Accountability". pp. 325- 326.

<sup>9</sup>Ibid., p. 326.

government.<sup>10</sup>

2) Accountability promotes public trust and confidence in government by preventing abuse of power by both elected and non-elected officials.

3) Accountability is the essence of our democratic system. This value is linked to the constitutional conventions of ministerial responsibility, political neutrality and public service anonymity.

4) Operationally, accountability provides clear lines of authority in both centralized and decentralized organizations (e.g. unity of command).

5) Accountability promotes the values of procedural fairness. It thereby allows for a public service which is responsive to the public and ensures the universality of services.

For the past thirty years, great emphasis has been placed on ensuring and trying to improve the accountability of government. Academics and practitioners have even argued that there has been an "overdose" of accountability.<sup>11</sup> As Irving Shapiro contends, "government manages, not wisely, but too much".<sup>12</sup>

The search for greater accountability has been a dominant theme in such government inquiries as the 1962 Royal Commission on Government Organization (Glassco Commission), and the Royal Commission on Financial Management and Accountability (Lambert Commission). One of the central themes throughout these reports

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<sup>10</sup>Final Report, Royal Commission on Financial Management and Accountability. (The Lambert Commission). (Ottawa: Supply and Service Canada, March 1979), p. 21.

<sup>11</sup>Timothy W. Plumptre. Beyond the Bottom Line: Management in Government. (Halifax: IRPP, 1988). p. 185.

<sup>12</sup>Irving S. Shapiro. America's Third Revolution: Public Interest and the Private Role. (New York: Harper & Row, 1984), p. 96.



(especially in the Lambert Report) was the desire to increase the accountability of ministers and senior public servants. The McGrath Committee<sup>13</sup> and the Auditor General also argued for increased accountability in the public service by advocating direct deputy ministerial responsibility.<sup>14</sup>

Many other mechanisms have been adopted by governments to promote greater administrative accountability. For example, the role of the Auditor General's Office was strengthened, especially to conduct comprehensive audits to ensure efficiency, effectiveness and economy in the public service. The number and size of central agencies was also increased to ensure greater accountability. The Cabinet committee system was restructured (e.g. the use of policy committees with substantial decision-making powers) and the Federal Court was established to hear appeals against administrative decisions. Changes in the legislative committee system (e.g. new committees and revised procedures) were also adopted to ensure more accountability in government.

Although the government has continually searched for new methods to promote greater accountability, the focus of these efforts has been primarily on accountability in the sense of compliance. Public servants have been accountable for abiding by

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<sup>13</sup>A 1985 House of Commons Task Force on the Reform of the House of Commons.

<sup>14</sup>See the Report of the Auditor General of Canada: 1985. (Ottawa: Supply and Services, 1985), p. 1.7.1. and House of Commons. Report of the Special Committee on the Reform of the House of Commons: Third Report. (McGrath Report), (Ottawa: Supply and Services, June 1985), p. 21.

the law as well as the rules and operating procedures prescribed for them. As two public service managers contend, "there has...been an implicit assumption that following these rules and procedures will lead to the achievement of intended results".<sup>15</sup> Although the value of accountability is being interpreted somewhat differently today (as will be shown in Chapter III), it has always been, and continues to be, a strong and essential element of both public and private sector management.

### Political Neutrality

According to Sir Ivor Jennings, responsible government relies upon the distinct division of roles between politicians and public servants, as well as the "historical and structural manifestations of the relationships between policy and administration".<sup>16</sup> Political neutrality is one of the cornerstones of the administrative-political relationship. Along with the doctrine of ministerial responsibility and public service anonymity, political neutrality serves as one of the main constitutional conventions which, theoretically, is designed to provide distinction between politics and administration.

Political neutrality is "a doctrine (or convention) requiring that public servants not engage in activities which impair- or

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<sup>15</sup>Henry McCandless and David Wright. "Enhancing Public Accountability", Optimum: The Journal of Public Sector Management. vol. 24-2, (1993/94), p. 114.

<sup>16</sup>V. Seymour Wilson. Canadian Public Policy and Administration: Theory and Environment. (Toronto: McGraw-Hill Ryerson Ltd., 1981), p. 198.

appear to impair- their ability to carry out their official duties in a politically impartial manner".<sup>17</sup> The traditional doctrine of political neutrality, which is outlined below, is an ideal model. As argued at the beginning of this chapter, the line that is drawn between politics and administration is not absolute; thus, this degree of political neutrality is not to be expected. Although it may be unattainable in practice, the model of political neutrality is still useful to present. The tenets of the doctrine are:

- 1) Politics and policy are separated from administration; thus politicians make policy decisions, public servants execute these decisions;
- 2) public servants are appointed and promoted on the basis of merit rather than of party affiliation or contributions;
- 3) public servants do not engage in partisan political activities;
- 4) public servants do not express publicly their personal views on government policies or administration;
- 5) public servants provide forthright and objective advice to their political masters in private and in confidence; in return, political executives protect the anonymity of public servants by publicly accepting responsibility for departmental decisions; and
- 6) public servants execute policy decisions loyally irrespective of the philosophy and programs of the party in power and regardless of their personal opinions; as a result, public servants enjoy security of tenure during good behaviour and satisfactory performance.<sup>18</sup>

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<sup>17</sup>Kenneth Kernaghan. "Political Rights and Political Neutrality: Finding the Balance Point". Canadian Public Administration. vol. 29, (Winter 1986), p. 640.

<sup>18</sup>For further elaboration see Kenneth Kernaghan. "Politics, Policy and Public Servants". Canadian Public Administration. vol. 19, (Fall, 1976), pp. 432- 56.

The central objectives of promoting a politically neutral public service are as follows:

1) To preserve public trust and confidence in government by ensuring that it is the elected politicians who are 'running' the government, rather than the non-elected officials.

2) To preserve the integrity of the government of the day by ensuring that public servants will not publicly criticize the government, nor accept bribes or any other form of exploitation.<sup>19</sup>

3) Public servants must remain impartial, or at least appear to be impartial in order to maintain the trust and confidence of the elected officials who depend upon them for forthright and objective advice.<sup>20</sup>

4) To ensure that the public service remains impartial and does not return to the patronage system of hiring and promotion. A decline in the public service's merit system would result in a lack of efficiency and effectiveness.<sup>21</sup>

5) Political neutrality is an essential element which helps define the relationship between politicians and public servants. It is one of the building blocks, along with ministerial responsibility and public service anonymity, which provides the foundation for responsible government.

As early as the 1917-1918 Report of the Civil Service Commission, the importance of a politically neutral public service was realized. The objective of the 1918 Civil Service Act was to promote "efficiency and economy in the non-political Civil

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<sup>19</sup>Kernaghan. "Political Rights and Political Neutrality: Finding the Balance Point", p. 646.

<sup>20</sup>Ibid., p. 643.

<sup>21</sup>Ibid., pp. 643-645.

Service".<sup>22</sup> A non-political public service, as encouraged through the doctrine of political neutrality, has served as a barrier to political patronage and corruption in government. Even though political neutrality has been a predominant theme in public administration, it has been subject to a great deal of re-examination within the past thirty years.

From a theoretical perspective, many academics have argued that the relationship between politicians and public servants, in the form of ministerial responsibility, political neutrality and public service anonymity, has become increasingly blurred and impractical. The difficulty lies in the fact that the three conventions work symbiotically together, whereby if one of the conventions falters in practice, it dampens the willingness to uphold the others.

This has been the case with the decline in the doctrine of ministerial responsibility. The two schools of thought which have formed around the issue of the validity of ministerial responsibility are the "Constitutionalists" and the "Pragmatists". The Constitutionalists argue that the convention of ministerial responsibility, and thus, political neutrality and public service anonymity should be upheld for democratic purposes, while the Pragmatists argue that the conventions are out-of-date and no

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<sup>22</sup>J.E. Hodgetts et al., The Biography of an Institution; The Civil Service Commission of Canada, 1908- 1967 (Montreal: McGill-Queen's University Press, 1972), p. 56.

longer valid<sup>23</sup>. Since no acceptable alternative to the traditional constitutional conventions has been developed, the debate over the validity of these conventions is still strong today.

In addition to the concerns over the theoretical debate about the legitimacy of political neutrality, certain elements of the doctrine, namely those related to political rights and freedoms, have also undergone much criticism in the courts. According to the Institute of Public Administration of Canada (IPAC) Statement of Principles, "public employees should enjoy the fullest possible measure of political rights that is compatible with laws, regulations and conventions designed to preserve the political neutrality of the public service". However, the belief that these rules have been "too restrictive and too encompassing"<sup>24</sup> has stimulated debate over the appropriate balance between political rights and political neutrality in the public sector. Especially since the introduction of the Charter of Rights and Freedoms, it has become more difficult to encourage a politically neutral public service. Now that section 2 of the Charter, which guarantees fundamental freedoms of expression, peaceful assembly and association, has been successful over the political activity restrictions in section 32 (later section 33) of the Public Service

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<sup>23</sup>Donald V. Smiley. "Our Parliamentary Heritage: Ministerial Responsibility and its Derivatives", Seymour V. Wilson, (ed.) in Canadian Public Policy and Administration: Theory and Environment. (Scarborough: McGraw-Hill Ryerson, 1981), pp. 204- 221.

<sup>24</sup>Hon. Dave Cook. Statement to the Legislature on Extension of Political Activity Rights of Ontario Crown Employees. (December 3, 1992), p. 1.

Employment Act<sup>25</sup>, the dilemma over the validity of political neutrality in today's public service is under even greater scrutiny.

Another area for concern is public comment. With regard to public criticism, the Supreme Court ruled in the Fraser case that "public servants have some freedom to criticize the government. But it is not an absolute freedom".<sup>26</sup> The freedom to criticize the government is acceptable under three circumstances: if the government is involved in illegal activities; if the government is jeopardizing the life, health or safety of the public; and if the criticisms of the government have no actual or apparent effect upon the ability of the public servant to do his/her job.<sup>27</sup> According to the ideal model of political neutrality, however, any form of public comment which includes the personal views of a public servant violates the doctrine of political neutrality.

In addition, public servants still perform many duties which may require them to comment publicly on governmental issues, for example, in parliamentary committees and in the news media. The gradual decline that is seen today in the anonymity of public servants can be traced back to a number of initiatives and policies such as the 1979 Policy Guidelines for Public Servants: Communication with the Public, which states that "it will be normal

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<sup>25</sup>See *Osborne v. Canada (Treasury Board)* (1991), 82 D.L.R. (4th) 321 (S.C.C.).

<sup>26</sup>Supreme Court of Canada, *Neil Fraser and Public Service Staff Relations Board*, (1985), 2. S.C.R. p. 468.

<sup>27</sup>*Ibid.*, p. 470.

for public servants to be quoted by name, and to be interviewed".<sup>28</sup> It is argued that public comment, as long as it does not involve the personal views and opinions of public servants, has been extended to the point where the anonymity of a public servant is significantly less important. Although the effects of the decline in public service anonymity have yet to be determined, its decline may affect the stability of the two other conventions of political neutrality and ministerial responsibility.

Chapter III will examine how political neutrality has been interpreted within the current value framework to determine whether it is still considered important enough in today's style of management to be a core public service value.

### Integrity

Over the past twenty-five years there has been a great increase in both the significance of ethics in the public service and the frustration about how to provide the most appropriate means to preserve and promote ethical behaviour. According to the 1984 Report of the Task Force on Conflict of Interest, the public's concern about the integrity of the public service can be attributed to the poor public image of politicians and public office holders on ethics issues. The report states that "allegations against a few or appearances of unethical conduct by some officials support

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<sup>28</sup>Policy Guidelines for Public Servants: Communications with the Public, November 22, 1979, reproduced in Debates (Commons), November 29, 1979, p. 1875.



the exaggerated view that all are corrupt".<sup>29</sup>

The value of integrity essentially refers to public service ethics. These are the standards and principles of right conduct within the public service. Ethics have been defined as:

...a set of moral principles or values...[which] may be thought of as something much more penetrating than a moral code. It refers to the very essence of one's integrity- the intangible part of us motivating us to be and do the same when people are not watching as when they are.<sup>30</sup>

Thus, ethics is concerned with the "rightness and wrongness of human action".<sup>31</sup> According to Max Clarkson, ethics is simply about human conduct; it is how we deal with one another.<sup>32</sup> He states that "our ethics demonstrate in action our philosophy of human behaviour. Ethics is primarily a matter of conduct. Behaviour is the bottom line of ethics".<sup>33</sup>

Public service ethics, however, is concerned not only with right versus wrong conduct; it is also concerned with the commitment to do the right thing. Thus, although integrity is a primary public service value, it is also an ethical value. Ethical

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<sup>29</sup>Government of Canada, "Ethical Conduct in the Public Sector". Report of the Task Force on Conflict of Interest. (Ottawa: Ministry of Supply and Services, 1984), p. 19.

<sup>30</sup>Ibid., p. 23.

<sup>31</sup>Theodore Purcell. "Institutionalizing Business Ethics: A Case History", Business and Professional Ethics Journal. (Winter 1986), p. 39.

<sup>32</sup>Max Clarkson. "Ethics Education: How to do it". Canadian Public Administration. vol. 34, (Spring 1991), p. 192.

<sup>33</sup>Ibid., p. 192.

values can assist in resolving value conflicts between public service values, such as accountability and responsiveness, as well as assisting public administrators with other ethical dilemmas, such as public service values versus social values (e.g. liberty, equality) or personal values (e.g. wealth, success). "Integrity in the sense of ethical behaviour can in some instances override all other values".<sup>34</sup>

The central objectives of promoting the value of integrity and thus ethical behaviour are:

- 1) to promote public trust and confidence in the ethical performance of government and business;
- 2) to legitimize the imposition of sanctions for unethical behaviour;
- 3) to decrease and, if possible, to eliminate, unethical practices by discouraging and punishing them;
- 4) to sensitize both current and prospective employees to the ethical and value dimensions of their decisions;
- 5) to reduce uncertainty as to what constitutes ethical and unethical behaviour;
- 6) to develop skills in the analysis of ethical and value issues;
- 7) to assist employees to resolve ethical and value dilemmas; and
- 8) to promote moral development.<sup>35</sup>

Shocking 'ethical offenses' in the early 1970's, such as the Pentagon Papers and Watergate cases, stimulated the public's desire

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<sup>34</sup>Kernaghan and Siegel, p. 324.

<sup>35</sup>Kenneth Kernaghan. "Managing Ethics: Complementary Approaches". Canadian Public Administration. vol. 34. (Spring 1991), pp. 134- 135.

for higher ethical standards. The approach taken by all governments within Canada to promote ethical behaviour has been piecemeal through a collection of policies, rules, laws and regulations.<sup>36</sup> There are, however, anti-corruption sections within the Criminal Code to discourage unethical behaviour such as bribery, fraud, breach of trust and the sale or purchase of office peddling.<sup>37</sup> Most governments also have provisions under the Official Secrets Act to ensure confidentiality.<sup>38</sup> "Guardian" agencies, such as the Office of the Auditor General, the Ombudsman and the Public Service Commission, ensure that legal provisions are not breached and aid in promoting an ethical public service.

Most governments, however, tend to promote ethical behaviour not through ethics legislation, but through various guidelines, directives and codes of conduct. These may be tailor-made for the particular organization or reflect the public service as a whole. For example, in 1986 the Institute of Public Administration (IPAC) provided a Statement of Principles Regarding the Conduct of Public Employees which may be adopted throughout the entire public service.<sup>39</sup> As well, the 1985 Conflict of Interest and Post-

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<sup>36</sup> For the purpose of examining past government initiatives taken to promote the value of integrity (ethics), a general overview of the approaches taken by all levels of government will be discussed.

<sup>37</sup> See the Criminal Code, R.S.C.1970, c. C-34, ss. 108- 14.

<sup>38</sup> Kernaghan and Langford. The Responsible Public Servant. p. 184.

<sup>39</sup> See Kenneth Kernaghan. "The Statement of Principles of the Institute of Public Administration of Canada: the rationale for its development and content". Canadian Public Administration. vol. 30.

Employment Code for the Public Service is applicable to all federal public services.<sup>40</sup>

Other efforts have also been made through ethics education and training, ethics leadership and ethics incentive systems. More ethics courses are now being integrated into both business and public administration curricula at universities and colleges to prepare people for careers in the public service. Senior public servants have also been sensitized to ethical and value issues through formal courses. According to a 1982 survey, "hierarchical superiors...[were] perceived as the most significant factor influencing an employee to act unethically".<sup>41</sup>

Rewards and performance evaluation incentives have also been adopted by some governments to foster ethical behaviour. For example, in the U.S., Inspectors General with federal government agencies can award \$10 000 or 1 percent of the cost of the savings to employees who disclose waste or fraud.<sup>42</sup> Although Canada's ethics legislation, at least currently, does not include any monetary incentives,<sup>43</sup> Prime Minister Chrétien recently announced

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(Fall 1987), pp. 331- 351.

<sup>40</sup>See Treasury Board of Canada. Conflict of Interest and Post-Employment Code for the Public Service. (Ottawa: Minister of Supply and Services Canada, 1985), pp. 1- 22.

<sup>41</sup>Kernaghan. "Managing Ethics: Complementary Approaches". p. 143.

<sup>42</sup>Kernaghan and Langford. The Responsible Public Servant. p. 193.

<sup>43</sup> It should be noted that there are confidential "hotlines" to report ethical infractions as well as surveys, training programs newsletters and other ethics-awareness programs throughout the

several new measures to encourage ethical behaviour.<sup>44</sup> These measures included the appointment of an Ethics Counsellor; proposed amendments to the Lobbyist Registration Act; a certification clause for lobbyists; and, revisions to the Conflict of Interest and Post-Employment Code for Public Office Holders.<sup>45</sup>

The 1984 Federal Task Force of Conflict of Interest proposed an Office of Public Sector Ethics<sup>46</sup> which could enforce the codes of conduct, provide sanctions against misconduct, help develop future ethics policies and proposals, and do what is realistic to help reduce future violations. To date, this proposal has not been implemented, except for the newly appointed Office of the Ethics Counsellor which has been provided for politicians, but not for public servants. Although this is a step in the right direction, serious consideration should be given to extending the terms of reference for this office will someday be extended to public servants as well.

In the meantime, however, there is still a strong desire to promote integrity within the public and the private sectors. However, in large part as a result of the media's uncovering and

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Canadian public and private sectors. See Canada, Office of the Auditor General, Report of the Auditor General: May 1995, (Ottawa: Supply and Services, 1995), Ch. 1.

<sup>44</sup> Announced on June 16, 1994. See Report of the Auditor General: 1995.

<sup>45</sup>Canada, Office of the Auditor General, Report of the Auditor General: May 1995, pp. 18- 19.

<sup>46</sup>See Ethical Conduct in the Public Sector: Report of the Task Force on Conflict of Interest (Ottawa: Supply and Services Canada, 1984), ch. 13.

reporting unethical behaviour in government, the public believes that the ethical standards of government officials are too low. The public is suspicious that many ethical offences remain undetected and therefore go unpunished.<sup>47</sup> This suspicion still remains today as there have been numerous accounts of ethical misconduct in government since the Watergate years; therefore, the importance of integrity has been increasing over the past twenty-five years and continues to be a strong value as Prime Minister Chrétien promotes integrity as "one of the mainstays of the government".<sup>48</sup>

### Representativeness

From the beginnings of the John Kennedy speeches on promoting non-racial attitudes stemmed the beliefs that equality and equality of opportunity were to become priorities in both American and Canadian thought. With the growth of the civil rights movement, both in Canada and the U.S., the recognition of the problems with anti-discriminatory policy was brought to the fore. Statistically, certain segments of the population, such as women, were not as well represented as others. For example, between 1953 and 1973, women, on average, represented only three percent of the Canadian bureaucratic elite<sup>49</sup>, and it was only in 1955 that the government

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<sup>47</sup>Kernaghan and Langford. The Responsible Public Servant, p. 208.

<sup>48</sup>Edward Greenspon. "Canadians want strong, active government". Globe and Mail. February 15, 1995. p. A6.

<sup>49</sup>Kernaghan and Siegel, p. 530.

restriction against hiring married women in the public sector was lifted.<sup>50</sup>

A public service that is representative is one in which "employees are drawn proportionately from the major ethnic, religious, socio-economic, and other groups in society".<sup>51</sup> This value has gained much attention over the past thirty years, and is closely tied to other public service values such as responsiveness and effectiveness. The central objectives of a representative public service are:

- 1) to promote public trust and confidence in government by representing all groups or factions of society;
- 2) to produce a more responsive bureaucracy by employing all persons regardless of sex, race, language, and disability. It is argued that if all 'politically influencing' groups are employed in the public service they will be able to represent their population;
- 3) to produce a more effective bureaucracy by being more representative of Canada's pluralistic society;
- 4) to eliminate the systemic barriers and discrimination within the Canadian workforce; and
- 5) to sensitize both current and future employees to the merit of having a representative public service which would symbolize non-discriminatory attitudes and produce a microcosm of Canadian society.

Over the past thirty years numerous proposals have been made as to how to achieve a more representative bureaucracy. The report of the Royal Commission on Bilingualism and Biculturalism in 1965 was the first to recognize historical patterns of discrimination in

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<sup>50</sup>Ibid., p. 537.

<sup>51</sup>Ibid., p. 284.

the public sector against Francophones and recommended correcting this problem. Furthermore, the Official Languages Act of 1969 established affirmative action programs for the benefit of Francophones in the public service.<sup>52</sup>

Toward the end of the 1960's, the feminist movement began to gain momentum. Numerous organizational activities led to the formation of the Royal Commission on the Status of Women (1970) which recognized the historical disadvantages suffered by women in the workplace. In 1971 the equal opportunities programs for women were created.<sup>53</sup>

At the federal level<sup>54</sup>, no legal foundation for affirmative action was adopted until the 1977 Canadian Human Rights Act (Bill C-25) which permitted "special programs" through section 15 of the Act.<sup>55</sup> The Canadian Human Rights Act also established a Canadian Human Rights Commission (CHRC). This commission was given the responsibility, among other things, of providing advice and encouragement to persons or institutions which were implementing affirmative action programs.

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<sup>52</sup>Morton Weinfeld. "The Development of Affirmative Action in Canada", Canadian Ethnic Studies, vol. 13 (1981), pp. 24- 25.

<sup>53</sup>Sue Findlay. "Representation and Regulation: The Role of State Bureaucracy in Limiting Equal Employment Opportunities for Women". Canadian Women Studies. vol. 6:4, (Winter 1985), p. 30.

<sup>54</sup> For the purpose of providing a brief synopsis of the initiatives taken to promote a representative public service, only those efforts by the federal government will be discussed for purposes of clarity and conciseness.

<sup>55</sup>Morton Weinfeld. "The Development of Affirmative Action in Canada", p. 29.



It was not until June 3, 1983 that the concept of affirmative action was turned from a voluntary practice into a mandatory program. Herb Gray, Treasury Board President, announced the Cabinet decision to initiate a mandatory affirmative action program for women, aboriginal peoples and disabled persons throughout the public service (visible minorities were not included until 1985<sup>56</sup>). With the new mandatory approach the Human Rights Commission could now rely upon sections 7 and 10 of the Canadian Human Rights Act as its main basis for attacking systemic discrimination. Both sections provide legal power against discrimination of employees by employers.

Also, Section 15 on 'Equality Rights' in the 1982 Charter of Rights and Freedoms provided assistance in promoting representativeness in both the public and private sectors. (It should be noted that affirmative action programs in the private sector remained voluntary until 1986).<sup>57</sup> Subsection (2) was included due to the concern that courts might interpret the rights to equality in subsection (1) in such a way as to render "unconstitutional" affirmative action programs.<sup>58</sup> Affirmative action/employment equity is constitutionally protected from the charge of 'reverse discrimination' by section 15(2).

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<sup>56</sup>Rainer Knopff. "Policy Development". Human Rights and Social Technology. (Ottawa: Carleton University Press Inc., 1989), p. 59.

<sup>57</sup>Ibid., p. 53.

<sup>58</sup> See Donna Greschner. "Affirmative Action and the Charter of Rights and Freedoms", Canadian Women's Studies vol. 6:4, (Winter 1985), p. 34.

The Equality in Employment: A Royal Commission Report, written by Judge Rosalie Abella, provided many recommendations which were implemented in the 1986 Employment Equity Act.<sup>59</sup> Today, policy on representativeness is closely linked to the employment equity efforts; the Public Service Commission defined employment equity as:

employment practices designed to ensure that the regular staffing process is free of attitudinal and systemic barriers in order that the Public Service reflects all groups present in the Canadian labour force, and designed to ensure that corrective measures are applied to redress any historical disadvantage experienced by certain designated groups.<sup>60</sup>

Although measures to promote representativeness are not without their critics, especially since they may contradict the merit principle, this public service value continues to be a strong influence in both public and private sector management.

#### Fairness/ Equity

Promoting fairness/ equity<sup>61</sup> has been a comparably recent, but pervasive, theme in public administration. This value encourages public servants to "consider whether their decisions and

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<sup>59</sup> It should be noted that one of the recommendations in this report was to change the name 'affirmative action' to 'employment equity' in an attempt to alter the negative perception of policies on representativeness.

<sup>60</sup>Canada, Public Service Commission. Annual Report 1988. (Ottawa: Supply and Services, 1989), p. 140.

<sup>61</sup> For analytical purposes, the values of fairness and equity are used interchangeably in this thesis.

recommendations are fair both in substance and procedure".<sup>62</sup> Especially with the realization that public servants play an influential role in the policy-making process, the need for high ethical standards, as promoted through the ethical value of fairness/ equity, has risen in importance. The primary objectives of promoting fairness/ equity in the public service are:

- 1) to foster public trust and confidence in government by knowing that each citizen and/or group is treated and considered equally;
- 2) to discourage corruption by both elected and non-elected officials (e.g. political patronage, bribes, conflicts of interest);
- 3) to promote the merit principle by allowing each citizen, regardless of age, sex, race or religion equality of opportunity in government;
- 4) to encourage a responsive public service by requiring fairness/ equity throughout the various mechanisms of public participation; and
- 5) to ensure that some form of ethical standard is being promoted in government through its procedures, processes and outcomes.

One way that the government has supported the value of fairness/ equity is through its endorsement of the merit principle.<sup>63</sup> The merit principle is considered to be the cornerstone of Canadian human resource management. This principle, which was adopted from Britain, was established as a major

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<sup>62</sup>Kernaghan and Siegel, Public Administration in Canada. p. 284.

<sup>63</sup> It should be noted that the merit principle is different from the merit system. The merit system is an "administrative device which can and should be adapted to changing circumstances". See Kernaghan and Siegel. p. 507.

restraint against political patronage and corruption in government. The 1918 Civil Service Act began the tradition that all employment procedures were to be based on the concept of merit.<sup>64</sup>

From a legal perspective, the courts have continually interpreted merit as the "best qualified".<sup>65</sup> Currently in the Canadian public service there is much controversy surrounding the issue of fairness in employment with respect to promoting a representative bureaucracy. Several Committees and Royal Commissions were established, such as the Special Committee on the Review of Personnel Management and the Merit Principle (the D'Avignon Committee), to make recommendations on how to promote both the concepts of merit and representativeness within the merit system. The government continues to strive for an equitable agreement to ensure that the employment procedures within the public service are fair as well as efficient and effective.

Although the New Public Administration (NPA) movement in the U.S. did not have a significant effect on Canadian public administration, it is still worthwhile to mention when examining the value of fairness/ equity. This movement emerged from the 1968 Minnowbrook I Conference where it was argued that social equity should be developed as the "third pillar" of public

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<sup>64</sup>J.D. Love. "The merit principle in Atlantic Canada Governments". Canadian Public Administration. (Fall, 1988), vol. 31, pp. 336- 37.

<sup>65</sup>Kernaghan and Siegel. p. 507.

administration<sup>66</sup>. H. George Frederickson contended that efficiency and effectiveness (the first two pillars) are "primarily theories of management while social equity is primarily a theory of government".<sup>67</sup> It was believed that good management (e.g. greater participation), organizational change (e.g. commitment to serve clients) and social equity (e.g. equitable treatment of citizens) should all be tied together.<sup>68</sup> Since the politics-administration dichotomy lacks "empirical warrant", new public administrationists believe that public servants are the most qualified, through their experience and expertise, to know what is best for the public interest. New public administrationists promote the value of social equity in the public service to ensure a sense of "administrative morality"<sup>69</sup>. Although it is hard to measure the impact of the NPA movement in the Canadian system, it can be argued that NPA was not as successful in Canada as it was in the United States. Despite this, however, the value of fairness/ equity blossomed to become one of Canada's central public service values. The importance of fairness/ equity was later confirmed in the 1982 Charter of Rights and Freedoms.

The courts and governments have recently put an emphasis on

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<sup>66</sup>H. George Frederickson. "Public Administration and Social Equity". Public Administration Review: (50th) Year. (March/April 1990), pp. 229- 30.

<sup>67</sup>Ibid., p. 229.

<sup>68</sup>Terry L. Cooper. The Responsible Administrator. (Port Washington, N.Y.: Kennikat Press, 1982), pp. 148- 151.

<sup>69</sup>See H. George Frederickson. The New Public Administration (Oxford: Basil Blackwell, 1978), pp. 31-47.

procedural fairness as the concept of fairness is now embedded in the theory of "natural justice".<sup>70</sup> The Supreme Court of Canada held that "even those exercising purely administrative or executive functions have a duty to act fairly and not arbitrarily and that, in certain instances, this will involve affording procedural protection to those affected by the decision".<sup>71</sup> In other words, this requires that "where the rights of an individual are affected, a procedure should be followed that not only meets the minimum standards imposed by the statute but also ensures that the case will be heard fairly".<sup>72</sup> For example, in the Nicholson case, the dismissal of a probationary police constable was overturned by the Supreme Court of Canada because, even though legislation did not require it, he was not given the reasons for his dismissal or an opportunity to respond to those reasons.<sup>73</sup> Although the police department did not breach the dismissal regulations by not disclosing the information and allowing him an opportunity to respond, the Supreme Court believed that while the legislation did not require it; "fairness" did.

Gerald Gall states that the "doctrine of fairness is a part of

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<sup>70</sup>The two fundamental principles of natural justice are *audi alteram partem* (hear the other side) and *nemo iudex in sua causa debet esse* (no one should be a judge in his/her own cause).

<sup>71</sup>David J. Mullan. Administrative Law (2nd ed.) (Toronto: Carswell, 1979), p. 3-98 quoted in Kernaghan and Siegel. Public Administration in Canada p. 405.

<sup>72</sup>*Ibid.*, p. 405.

<sup>73</sup>See Nicholson B. Haldimand-Norfolk Police Commrs. Bd. (1979), 1 S.C.R. 311.

the rules of natural justice. Indeed, it might be regarded as the core or central requirement of natural justice".<sup>74</sup> Evidently the concept of procedural fairness has extended beyond administrative law to the administrative processes of the public service as well.<sup>75</sup>

The importance placed upon fairness/ equity in the public service is not surprising considering the strong emphasis that is placed upon individual rights in Canadian society. Fairness/ equity has become a central element of Canadian human resource management and helps to ensure that public administrators retain the confidence and trust of the public.

### Responsiveness

Administrative responsiveness refers to "the inclination and the capacity of public servants to respond to the needs and demands of both political institutions and the public".<sup>76</sup> In essence, public administrators are expected to be responsive to two groups of participants within the political system: the political executives and legislators, and the general public, including the various "publics", which are those persons or groups affected by

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<sup>74</sup>Gerald Gall. The Canadian Legal System. (3rd ed.), (Toronto: Carswell, 1979) pp. 361- 62. It should be noted that this assertion was based on the review of the Nicholson case as well as the Martineau case. (Martineau v. Matsqui Inst. Disciplinary Bd., no. 2 (1980), 1. S.C.R. 602.)

<sup>75</sup>Kernaghan and Siegel. Public Administration in Canada. p. 284.

<sup>76</sup>Ibid., p. 283.

the activities of public servants. Usually, responsiveness is discussed in relation to the general public, rather than in relation to the political executives and legislators.

The primary objectives of promoting a responsive public service are as follows:

- 1) to foster public trust and confidence in government by ensuring that the public's needs are met. Government will be perceived as providing 'good government' if the interests of the public are taken into account when decisions are being made.
- 2) to produce a more effective operation by taking into account the needs and demands of its clients.
- 3) to encourage better relations between the public service and the public. The public service will be able to benefit from the public's view as a source of input into government decision-making.
- 4) to increase the accountability of government by ensuring that the public's needs and demands are duly considered.
- 5) to promote a pluralistic, open and accessible forum of public policy-making. The increase in public participation, and thus responsiveness, may help legitimize the role of government.

Since the 1960's, there has been an increase in the demand for greater public or citizen participation.<sup>77</sup> Pierre Elliott Trudeau supported participatory democracy in order to make "government more accessible to people, to give citizens a sense of full

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<sup>77</sup> Although these terms of public and citizen participation will be used interchangeably, public participation is actually a broader concept than citizen participation. Public participation refers to "a broad range of direct and indirect forms of participation, including citizen participation". Citizen participation "connotes direct participation of individual citizens and citizen's groups in government decision-making". See Kernaghan and Siegel. Public Administration in Canada, p. 461.



participation in the affairs of government, and full control over their representatives".<sup>78</sup>

A United States report on Citizen Participation in the American Federal System, identified thirty-one separate forms of public participation (mostly between public servants and the public).<sup>79</sup> These forms were then amalgamated into four separate categories, namely:

- 1) organizational forms (e.g. citizen groups, special interest groups, official citizen committees);
- 2) individual forms (e.g. voting, administrative appeals, demonstrations);
- 3) forms of information dissemination (e.g. open government, meetings/speakers' bureaus, 'hot lines'); and
- 4) forms of information collection (e.g. hearings, consultations, surveys).<sup>80</sup>

As well, "special interactive techniques", such as arbitration, mediation, and focus group discussions, have been developed to foster two-way communication between government and the public.<sup>81</sup> Although public participation in Canada has not been as extensive as in the United States, the Canadian government has steadily endorsed the desire for public participation and has traditionally promoted the value of responsiveness. The 1962 Royal

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<sup>78</sup>Pierre Elliot Trudeau. Campaign Speech: 1986. (Ottawa: The Liberal Party of Canada, 1986).

<sup>79</sup>Advisory Commission on Intergovernmental Relations. Citizen Participation in the American Federal System. (Washington: United States Government Printing Office, 1979), p. 284.

<sup>80</sup>Ibid., p. 285.

<sup>81</sup>Kenneth Kernaghan. "Evolving Patterns of Administrative Responsiveness to the Public", International Review of Administrative Sciences. vol. 52, (1986), pp. 10- 11.

Commission on Government Organization (the Glassco Commission) concluded that "the importance to the public of efficiency and integrity in the machinery of government...is unquestionably great...But even greater is the importance of a service responsive to public wants and expectations".<sup>82</sup>

Several royal commissions and task forces, such as the Dubin Commission, and the Task Force To Know and Be Known<sup>83</sup>, have been established, in part to increase public participation and responsiveness in government. By collecting information and ideas from the public, the government is better able to serve their needs. Public opinion surveys have also been used to increase government responsiveness.

The increase in the number and importance of pressure groups in the policy-making process has been another factor which has increased the responsiveness of government. As 'pressure politics' is now the norm in policy-making, each member of the population has an avenue or an opportunity by which to influence government. Both institutionalized and issue-oriented interest groups are able to provide government with public input so that government can, ideally, be more responsive.

Overall, there are numerous ways that government has been attempting to increase its responsiveness to the public. Although

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<sup>82</sup>Canada, Royal Commission on Government Organization (The Glassco Commission), Report 1: 63 (Ottawa: Queen's Printer, 1962).

<sup>83</sup> See the Government of Canada, To Know and Be Known, Report of the Task Force on Government Information. (Ottawa: Queen's Printer, 1969).

this value may conflict with the value of efficiency, in that public input can be very time consuming and expensive, there still has been a strong endorsement for it. As will be shown in Chapter III, the value of responsiveness is now becoming more closely tied to the notion of service. Even though there are many criticisms of this value<sup>84</sup>, as it does imply that the "amateur" citizen knows what is best for the public interest, responsiveness has become increasingly important as a public service value.

### Efficiency and Effectiveness

Much of the focus on accountability in the public service has been directed towards holding public servants accountable for the efficient and effective use of public funds. Besides accountability, efficiency and effectiveness<sup>85</sup> have been the most consistent and enduring public service values. Although the values of efficiency and effectiveness are interdependent, they have distinct meanings. Efficiency can be defined as a "ratio of output to input"<sup>86</sup> and effectiveness as the extent to which "an activity

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<sup>84</sup> See Kenneth Bryden. "Public Input into Policy-Making and Administration" Canadian Public Administration (Spring, 1982), vol. 25; Alan Altshuler. Community Control (Washington: Urban Institute, 1970); and, Kernaghan and Siegel. Public Administration in Canada. pp. 460-465.

<sup>85</sup> It should be noted that heavy emphasis on effectiveness is comparatively recent, dating from the early 1960's.

<sup>86</sup> Bruce Rawson. "The Responsibility of the Public Servant to the Public: Accessibility, Fairness and Efficiency". Canadian Public Administration. vol. 27, (Winter 1984), p. 606.

achieves the organization's objectives".<sup>87</sup> Although these values may complement each other at times, as shown in Chapter I, they often do conflict. The central objectives of promoting an efficient and effective public service are as follows:

- 1) to foster public trust and confidence in the public service by endorsing prudence and probity in the use of public funds.
- 2) to promote accountability in government insofar as public resources are used efficiently and effectively.
- 3) to ensure that the government provides the best quality of services within an appropriate standard of cost (efficiency).
- 4) to ensure that the services and/or initiatives of the government accomplish what they were originally designed to do. This will help guarantee that the needs and demands of the public are met. (effectiveness)
- 5) to discourage waste and unnecessary spending within government.

Since the 1960's there has been an increasing emphasis on the three E's of government; namely, economy<sup>88</sup>, efficiency and effectiveness. It was only recently that the value of effectiveness superseded the value of economy as the major companion of efficiency. Both of these values have remained at the forefront of government initiatives and have been a central focus of reform and renewal in the public service.

In the 1962 Glassco Commission, which promoted the theme of 'let the managers manage', the value of efficiency was endorsed by

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<sup>87</sup>Kernaghan and Siegel, p. 282.

<sup>88</sup> Economy has been defined as "obtaining the appropriate goods and services needed at the best possible price". Kernaghan and Siegel. p. 621.

calling for "objective standards for the assessment of all operating activities".<sup>89</sup> According to A.W. Johnson, in the scientific management mode of those years, Glassco did promote efficiency evaluation, but Glassco stated nothing about effectiveness for it had not yet been "invented".<sup>90</sup>

The pursuit of the value of effectiveness came with the Program Planning and Budgeting Systems (PPBS) in 1969. The Treasury Board became a primary supporter of the values of efficiency and effectiveness through several initiatives such as the PPBS system and, in 1978, the creation of the Office of the Comptroller General (OCG). The PPBS system, in general, attempted to produce greater efficiency by classifying expenditures on a program basis and projecting the future costs of the programs over the next three to five years. It also promoted effectiveness by specifying the objectives of the programs and later evaluating how well those programs' objectives were being met.

In 1978, upon the recommendation of the Auditor General, the Planning Branch of the Treasury Board Secretariat was abolished and the Office of the Comptroller General was established (OCG).<sup>91</sup> The OCG had the responsibility of promoting the values of efficiency

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<sup>89</sup>Canada, Royal Commission on Government Organization, Report 1: 63, (The Glassco Commission), p. 93.

<sup>90</sup>A.W. Johnson. Reflections on Administrative Reform in the Government of Canada 1962- 1991 A Discussion Paper. pp. 10, 22- 23.

<sup>91</sup> The OCG, which was established in 1978 by an amendment to the Financial Administration Act, was responsible for the financial management (excluding expenditure planning and allocation) of government departments.

and effectiveness throughout government departments by ensuring that the operating departments carried out their internal audits and evaluations.<sup>92</sup>

As well, the Treasury Board has encouraged greater efficiency and effectiveness in government through many other management tools and strategies such as Management By Objectives (MBO), Planning-Program-Budgeting (PPB), and the Operational Performance Measurement Systems (OPMS), which was designed to be the performance measurement aspect of PPB and MBO. In general, the Treasury Board, along with the Office of the Comptroller General, have continually encouraged efficient and effective performance by government departments.

The Office of the Auditor General (OAG) is probably the most visible mechanism for promoting the values of efficiency and effectiveness. As well as providing its typical audit functions of attest and compliance auditing, the OAG was granted the legislative authority in 1977 to conduct more extensive studies, called comprehensive audits. Comprehensive auditing went beyond traditional auditing by allowing the Auditor General to evaluate the economy, efficiency and effectiveness of government programs and departments.

Although comprehensive auditing has caused much criticism and concern, it remains as one method by which government has promoted, or at least appeared to have promoted, efficiency and effectiveness

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<sup>92</sup> The OCG has since been integrated into the Treasury Board Secretariat.

in government. Trying to measure government efficiency and effectiveness, especially without a quantifiable 'bottom-line', remains a formidable task for public administrators. The support for the values of efficiency and effectiveness, however, remains strong.

### Summary

The traditional public service values of accountability, political neutrality, integrity, representativeness, fairness/equity, responsiveness, and efficiency and effectiveness have played a dominant role in influencing government policies and structures. Since values tend to fluctuate in importance over time, each of these traditional values has risen and declined in importance over the years. Only the value of political neutrality is, at least currently, in a state of relative decline.

Accountability, on the other hand, has remained a long-standing and powerful value within the public sector. Concern over who is accountable has always been a predominant issue in promoting responsible government. Accountability, although it helps define relationships and ensures prudence and probity in the use of public funds, has often been a constraint on productivity and efficiency in the public service. The fact of too much 'red tape' has led to much debate about the most appropriate ways to make government accountable. Chapter III will examine how the value of accountability has evolved to allow for greater productivity and flexibility in public sector management.

Representativeness has remained an influential value, and was especially important during the 1980's. Today, initiatives and legislation which promote a representative workforce can be seen in both the public and private sectors.

Promoting responsiveness has also been a major undertaking in both sectors. Managerial initiatives such as Total Quality Management (TQM) and the recent Public Service 2000 (PS2000) initiative, have continued to focus on increasing the level of responsiveness to the public, now more frequently referred to as service to the public. In the public service, the shift to more open, consultative, participatory and decentralized government has assisted in promoting responsiveness. Chapter III will examine the viability of this commitment to responsive government.

The value of integrity is another public service value which has been increasingly encouraged, not only within the public sector, but within the private sector as well. Especially with the public's negative perception of, and low confidence in government, the value of integrity in government has been strongly promoted. Fairness/ equity, which are closely related to the value of integrity, have also been strongly encouraged, especially since the 1982 Charter of Rights and Freedoms. Like the value of integrity, fairness and equity are ethical values. The following chapter will illustrate just how significant these ethical values have become.

The values of accountability, efficiency and effectiveness have always been dominant in the public service. These values



encourage productivity and morale and have been the focal point for many government policies and initiatives.

Now that the traditional values of the public service, namely, accountability, political neutrality, integrity, representativeness, fairness/ equity, responsiveness and efficiency and effectiveness have been reviewed, the stage is set for examining the current values of the public service. The next chapter will highlight the current public sector values to determine which of those values are new to the public service, and which of those values have endured. The traditional values which have been discussed in this chapter will provide the basis for that comparison.

## CHAPTER III

### CURRENT PUBLIC SECTOR VALUES

#### Introduction

In many countries over the past fifteen years, especially in Anglo-American democracies such as Canada, Britain and the United States, there has been a steadfast political conviction that public bureaucracies should be "reinvented".<sup>1</sup>

In Britain, Prime Minister Major advocated many of Margaret Thatcher's reform initiatives along with pursuing additional reforms such as the Citizen's Charter.<sup>2</sup> In the United States, President Bill Clinton introduced a National Performance Review exercise (NPR) designed to reform the American public sector by applying private sector techniques.<sup>3</sup> In Canada, Brian Mulroney introduced Public Service 2000 (PS 2000) and Increased Ministerial Authority and Accountability (IMAA) to help in the Canadian reform efforts. After nine years of consecutive Conservative rule, the

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<sup>1</sup>Donald J. Savoie. "What Is Wrong With The New Public Management?" Canadian Public Administration. (Spring 1985), vol. 38, p. 112.

<sup>2</sup> Ibid., p. 112. For more information see Donald J. Savoie, Thatcher, Reagan, Mulroney: In Search of a New Bureaucracy (Toronto: University of Toronto Press, 1994); Bill Jenkins and Andrew Gray, "Reshaping the Management of Government: The Next Steps Initiative in the United Kingdom", in F. Leslie Seidle, ed., Research on Public Policy, 1993); and G. Bruce Doern, "The UK Citizen's Charter: Origins and Implementation in Three Agencies", Policy and Politics, vol. 21. (1993).

<sup>3</sup> See Gore, Al, From Red Tape to Results: Creating a Government that Works Better and Costs Less (New York: Penguin Books USA, 1993).

federal Liberal Party under Prime Minister Jean Chrétien has not allowed his government to fall from the race for renewal as he appointed Marcel Massé to hold a cabinet position specifically responsible for public service renewal. According to Donald Savoie, this determination to improve public services has risen from the belief that "bureaucracy was broken and needed fixing, and that private sector solutions were the key".<sup>4</sup>

Under the umbrella of New Public Management, the possibility of a paradigm shift to move public services 'beyond bureaucracy' is quintessential to its philosophy. In general, new public management is rooted in the belief that private administration is superior to public administration, and that government organizations should and can operate at par with private sector organizations by using businesslike techniques and principles.<sup>5</sup> Focus is given to providing high-quality and citizen-valued services; making public managers more autonomous (especially from central agencies); recognizing and evaluating organizational and individual performance targets; making the human and technological resources available to managers; and, appreciating the "virtues of competition" as well as "maintaining an open-minded attitude about which public purposes should be performed by the private sector, rather than the public sector".<sup>6</sup>

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<sup>4</sup>Ibid., p. 112.

<sup>5</sup>Savoie, p. 113.

<sup>6</sup>Sanford Borins. "The new public management is here to stay" Canadian Public Administration. (Spring 1995), vol. 38, p. 122.

Although new public management is worthy of mention in the discussion of paradigm shifts, as it endorses the identifiably private sector methods and techniques that are seen in the post-bureaucratic paradigm, it may be too easy to put too much faith into new public management as the "Big Answer", or the sole underlining force for reinventing public bureaucracies. However, while it is too early to evaluate definitively its long term impact upon public administration, the strong correlation between its philosophies and those of the post-bureaucratic paradigm should be noted.

The new culture associated with the post-bureaucratic paradigm is generally the antithesis of the old culture in that the new culture promotes high performance. Essentially, post-bureaucratic organizations seek change and creativity, focus on what is being achieved rather than how it was achieved, encourage innovation, leadership, co-operation, and emphasize the needs of their clients and employees. As was shown in the first chapter, the post-bureaucratic paradigm consists of many innovative techniques and approaches which the private sector has enjoyed for years. The post-bureaucratic paradigm depicts a more businesslike style of government organization and management.

One should remember, however, that unlike private sector organizations, government operates within a political environment. This could make the shift to more businesslike practices and techniques difficult or erratic for some public organizations. For example, public organizations such as the military or air traffic

controllers would not benefit from the paradigm shift, as empowerment or creativity in those particular organizations would cause chaos. Although it could be generally agreed that the shift to the post-bureaucratic paradigm is seemingly a good step in the right direction for public administration, it should not be generalized too far as to say that it is the right step for every organization within the public service. Some organizations may only desire to implement certain aspects of the new paradigm to suit their individual needs; thus the paradigm shift need not be an all-or-nothing approach.

It should be noted that while many supporters of new public management contend that private administration is superior to public administration, it can be argued that private organizations can learn from public organizations, and that "despite popular myth, businesses are not always the first to lead in management innovation".<sup>7</sup> Thus, if a new era of public organization is about to emerge, the era of the post-bureaucratic organization, it may be attributed to a variety of factors, not just to following the lead of private sector management.

The change in the managerial and organizational direction of the public service, as illustrated through the shifting from the classical bureaucratic to the post-bureaucratic paradigm, provides a good framework from which to examine its effect upon the values of the public service. It is argued that while there appears to be an emergence of a new paradigm of public organization, there also

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<sup>7</sup>Denhardt. The Pursuit of Significance. p. 268.

appears to be an emergence of new public service values. As expected, many of these new values are in tune with the post-bureaucratic paradigm, as the new values of innovation, service quality and accountability for results promote the high performance post-bureaucratic culture.

There is no absolute congruence, however, between the shifting of paradigms and the shifting of public service values. The paradigms outline the public sector's organizational and managerial characteristics, whereas public service values reflect the enduring beliefs that are held within the organization. While there is some connection between these two, they do not necessarily need to be congruent since they are measuring two different, but overlapping, things.

This chapter will examine how public service values have changed, as well as highlight many of the new values found throughout various public organizations.

#### **Methodological Note**

Before examining the new public service values, it is first important to provide information regarding the methodology of this study. As mentioned in Chapter I, the values were taken from the information collected for the purpose of examining new public service values. From the 816 requests for related values documents, 342 (42 percent) of the federal, provincial, territorial and municipal organizations responded. Due to the fact that the information requested and received from the 63 municipalities

focused on the government in general, instead of on their individual department/agency, those responses were not used. As well, 106 organizations were excluded because their documentation in many cases did not contain any references at all to values. Of the rest, 82 (47 percent) had formal value statements and 93 (54 percent) did not have explicit value statements but had various values scattered throughout their mission statements and/or strategic plans.

All of the values found in this study will be referred to as current public sector values. These current public sector values are divided into two categories: core values and secondary values. Core values are those values which were identified from specific value statements and will be the focus of most of the analysis found in this chapter. Secondary values are those values which were found not in value statements, but usually in strategic plans and other sorts of general documentation. The data on secondary values will only be examined briefly and will serve only as supplementary data to the findings on core public service values. Unless specified, the discussion of current values will refer to core public service values.

The current core and secondary values should be defined further to distinguish whether they are traditional or new public service values. The traditional public service values, which were discussed throughout Chapter II, are those values which have traditionally been the primary values of the public service. These values include, for example, efficiency, effectiveness, integrity,

fairness/equity, political neutrality and responsiveness. In this chapter, the traditional public service values will be compared to the current public sector values to determine if they have endured as public service values. As it will be shown, many of the traditional public service values remained important and have become current public service values. Also on that list of current public service values are new values. New values are those values which have not been traditional public service values and are new to the public service. For example, innovation, empowerment, and creativity are considered to be new values. This distinction between traditional and new public service values is imperative to understanding the shift of public service values.

The content analysis of this study is provided for in Appendices A through C. Due to the fairly large volume of information, several appendices which display different interpretations of the data were necessary for clarity.

### **Current Public Sector Values**

The shift from the bureaucratic to the post-bureaucratic paradigm has been clearly reflected in the public service value system. The content analysis of the documents received indicates that many new values have emerged throughout federal, provincial, and territorial governments. In addition, some of the traditional public service values have been reinterpreted in order to meet the current needs and demands of government. In general, the current values of the public service are compatible with the emerging high-



performance, businesslike culture.

Table 2 provides a comparison of the current and traditional values of the public service. The first column lists the top twenty current public service values found in federal, provincial and territorial governments. Many of the traditional values, which are listed in the second column, are also present in the first column of current values. This comparison suggests that the current values of the public service are composed of an amalgamation of new and traditional public service values.

**Table 2**

<b>A Comparison of Current and Traditional Public Sector Values</b>		
<b>Current Values</b>	<b><i>n</i></b>	<b>Traditional Values</b>
<b>Integrity</b>	41	<b>Integrity</b>
<b>Fairness/ equity</b>	41	<b>Fairness/ equity</b>
Respect	39	~
<b>Acc't/ resp.</b>	37	<b>Accountability</b>
Innovation	33	
Service/		~
service quality	30	~
Teamwork	28	
Excellence	25	~
Honesty	25	~
Quality	24	~
Commit/ ded.	23	~
<b>Effectiveness</b>	21	<b>Effectiveness</b>
Openness	21	~
Communication	20	~
Recognition	20	~
Professionalism	17	~
Trust	17	~
Creativity	16	~
<b>Responsiveness</b>	16	<b>Responsiveness</b>
Leadership	14	~
		Efficiency
		Representativeness
		Political Neutrality
<i>n: number of citations</i>		
<i>Source: See Appendix A</i>		

Specifically, integrity and fairness/equity, which appear at the top of the current values list, are congruent with the list of traditional public service values. As well, accountability, which is a traditional public service value, is on the current values list along with the other traditional values of effectiveness and responsiveness. As the majority of traditional values have been reinterpreted as current values, this would suggest that many of the traditional values are still important today.

Upon initial review of these data, it would be very easy to make some inappropriate generalizations. Since the only traditional values which do not appear on the list of new public service values are efficiency, representativeness and political neutrality, it is tempting to conclude that they are no longer of great significance. Similarly, since the values of integrity, fairness and equity, and accountability appear at the top of the list, these values must have endured as the most important, while the other traditional values of effectiveness and responsiveness, which appear further down on the list, have endured, but are not as important. Although these premises are quite logical, they do not take into account that values are very complex and difficult concepts to work with. As Kenneth Kernaghan states, "Generalizing on the basis of values data can be a hazardous enterprise".<sup>8</sup>

For example, although the value efficiency appeared in only eleven value statements, it was very popular in mission statements

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<sup>8</sup>Kenneth Kernaghan, "The Emerging Public Service Culture: Values, Ethics and Reforms", Canadian Public Administration, (Winter, 1994), p. 621.

Table 3

A Comparison of Core and Secondary Public Sector Values			
Core Values	(n)	Secondary Values	(n)
<b>Integrity</b>	41	<b>Acc't/ resp.</b>	86
<b>Fairness/ equity</b>	41	<b>Effectiveness</b>	78
Respect	39	<b>Fairness/equity</b>	75
<b>Acc't/ resp.</b>	37	Respect	66
Innovation	33	<b>Efficiency</b>	62
Service/	30	<b>Integrity</b>	62
service quality			
Teamwork	28	Innovation	57
Excellence	25	Quality	57
Honesty	25	Service/	46
		service quality	
Quality	24	<b>Responsiveness</b>	42
Commit/ ded.	23	Excellence	42
<b>Effectiveness</b>	21	Leadership	41
Openness	21	Teamwork	41
Communication	20	Co-operation	40
Recognition	20	Commit/ ded.	39
Professionalism	17	Openness	38
Trust	17	Communication	36
Creativity	16	Honesty	36
<b>Responsiveness</b>	16	Professionalism	36
Leadership	14	Partnerships	35
<i>(n): number of citations</i>			
<b><i>bold: traditional public service values</i></b>			
<i>Source: see Appendix A</i>			

and/or strategic plans as a whole. As Table 3 illustrates, when comparing the top core public service values to the top secondary public service values, efficiency was the fifth most dominant value. This would suggest that efficiency still remains an important value to public organizations although it does not

regularly appear in explicit value statements<sup>9</sup>.

Furthermore, with respect to representativeness<sup>10</sup>, it would appear on the surface that this value has declined in favour of the top value of equity. However, it would be superficial to suggest any type of conclusion based solely on the placement of this value. For example, is it reasonable to argue that the willingness to promote a representative bureaucracy has declined because it is not a popular public service value? Similarly, could representativeness be interpreted under the terms of fairness/equity which would then place it among the top values?<sup>11</sup>

In the case of political neutrality, however, only one organization espoused this value as a current value.<sup>12</sup> As noted in the previous chapter, it is not surprising, taking into account the current political environment, that this value appears to be on the decline. The impact of more political appointments to senior provincial public service positions, the Supreme Court's decision to allow an increase in the political rights of public servants,

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<sup>9</sup> Note that two studies have also concluded that efficiency was one of the most important values in public management. See David Zussman and Jak Jabes, The Vertical Solitude: Managing in the Public Sector (Halifax: Institute for Research on Public Policy, 1989), and Germain Julien, "Les valeurs collectives de gestion dans la fonction publique quebecoise: la perception des cadres", Canadian Public Administration, vol. 36 (Fall 1993).

<sup>10</sup> Representativeness was supported by two organizations in their formal value statements and ten organizations throughout their various documents.

<sup>11</sup> Kernaghan, p. 621.

<sup>12</sup> Political neutrality was presented as a core public service value by Environment Canada.

combined with the gradual erosion of the constitutional conventions of ministerial responsibility and public service anonymity, have depreciated the concept and practice of a politically neutral public service.

Three organizations, however, did list impartiality as a core value and eleven did so through their various mission statements and/or strategic plans. Although impartiality usually refers to treating everyone the same, it is, as shown in Chapter II, related to the doctrine of political neutrality. Similarly, objectivity and loyalty are both elements of the doctrine.<sup>13</sup> Possibly, given the flexibility with which values can be variously described and interpreted, (e.g. innovation may- or may not- include empowerment, creativity, continuous improvement), the new values of impartiality, objectivity and even loyalty could have been understood to refer to the notion of political neutrality. As well, it is possible that this value has been subsumed under the values of integrity and accountability, which would then make it one of the top current values. Although it may be risky to speculate on the decline of political neutrality based upon this content analysis, other evidence suggests that there is a decline in political neutrality. It can be argued that while political

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<sup>13</sup> Objectivity was espoused as a core value by three organizations and as a secondary value by nine organizations; loyalty was a core value in five organizations and a secondary value in seven.

neutrality may remain important as a service-wide issue<sup>14</sup>, evidence suggests that it has not endured as a core public service value, at least in the sense of being listed by individual public organizations.

The rest of the traditional public service values, namely, integrity, fairness/equity, accountability, effectiveness and responsiveness, have been amalgamated into the top core values and general values. In Table 3, the traditional public service values have been highlighted in bold type in both the top core values and the top secondary values lists<sup>15</sup>. A comparison of the two columns shows that more traditional public service values were found in the secondary values list.<sup>16</sup> The only traditional value which was not present in both lists was efficiency, as noted earlier, and despite this difference, the same traditional values can be found in both lists. This would suggest that the traditional values of integrity, fairness/ equity, effectiveness, accountability, responsiveness and efficiency, are dominant core and secondary public service values.

Similarly, many of the new values such as respect, innovation,

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<sup>14</sup> Among the service-wide issues are patronage, merit, classification, organizational design and accountability. For further elaboration see Chapter I.

<sup>15</sup> As mentioned earlier, although the intent of this thesis is to concentrate on the current core public service values, it would be too remiss to avoid at least briefly discussing the secondary values found through the variety of public service documentation.

<sup>16</sup> There were five traditional values present among the top twenty core values and there were six present in the top secondary values.

openness and excellence are present in both lists. Only the core values of recognition, trust and creativity were not among the top secondary values just as efficiency, co-operation and partnerships were not in column one. Although the ranking of the values between the two columns differs, both lists espouse essentially the same current public service values.

### Ethical Values

Most noticeable in the list of current public service values is that the top four values are ethical values. As defined in Chapter II, ethical values are those values which have ethical implications in that they deal with what is right or what is good.

Ethical values also aid in resolving value conflicts. For example, a public servant may be confronted with a situation where he/she may have to choose between being responsive to a citizen by bending a few rules, or being accountable to the government of the day for following proper rules and procedures. The public servant may look to such ethical values as integrity, respect for others and fairness/equity in order to come to a decision.

Although there is not universal agreement as to what constitutes the core ethical values of government or business, Mary E. Guy has provided a list of ten ethical values which have been well received by ethical scholars.<sup>17</sup> On this list are fairness, integrity, accountability, caring, honesty, promise keeping, pursuit of excellence, loyalty, responsible citizenship and respect

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<sup>17</sup>Kernaghan, p. 622.

for others.<sup>18</sup> Table 4 lists these ethical values in column three.

Table 4

A Comparison of Current, Traditional and Ethical Values		
Current Values*	Traditional Public Service Values	Ethical Values
Integrity	Integrity	Integrity
Fairness/ equity	Fairness/ equity	Fairness/ equity
Respect	~	Respect for others
~	~	~
Acc't/ resp.	Accountability	Accountability
Innovation	~	~
Service/ service quality	~	~
Teamwork	~	~
Excellence	~	Excellence
Honesty	~	Honesty
Quality	~	~
Commit/ ded.	~	~
Effectiveness	Effectiveness	~
Openness	~	~
Communication	~	~
Recognition	~	~
Professionalism	~	~
Trust	~	~
Creativity	~	~
Responsiveness	Responsiveness	~
Leadership	~	~
~	Efficiency	~
~	Political Neutrality	~
~	Representativeness	~
~	~	Caring
~	~	Promise keeping
~	~	Loyalty
~	~	Responsible citizenship
~	~	~
*The top twenty current values in order of rank		
<b>bold: ethical values</b>		
Note: the ethical values do not appear in order of rank, they are listed according to the current values.		
Source: See Appendix A		

<sup>18</sup>Mary E. Guy, Ethical Decision Making in Everyday Work Situations (Westport Connecticut: Quorum Books, 1990), p. 14.



The comparison between the current values found in column one and the ethical values listed in column three reveals that many of the current values are ethical values, and that the majority of those ethical values appear at the top of the list. Of the top nine current public sector values, six of those are considered to be ethical values as well. The four most popular current values, integrity, fairness/ equity, respect and accountability, are ethical values. Excluding the fact that respect is not a traditional public service value, there is a fair amount of congruency between the current, traditional and ethical values. This suggests that the values of integrity, fairness/ equity and accountability are core ethical values in both the traditional and the emerging post-bureaucratic movement.

Furthermore, since the top four values espoused by government organizations are ethical as well as current public service values, this suggests that promoting good ethical conduct is of considerable significance to government. Additionally, excellence and honesty, which also placed as dominant current values, illustrate the desire to promote high ethical standards as well as trust, which is not included in the list of ethical values, but could be considered an ethical value.<sup>19</sup> In general, there appears to be considerable priority given to promoting ethical values in the public service.

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<sup>19</sup> According to Ian Clark, trust is an "essential ingredient in any ethical system". See Ian Clark, "Ethics in Human Resource Management: Basic Bargains and Basic Values", Canadian Public Administration vol. 34, (Spring, 1991), p. 37.

The emphasis placed on ethical values by public organizations is not surprising when considering the many ethical and potentially ethical areas with which they deal. As a regulator, government has to maintain high ethical standards, especially when dealing with such issues as genetics, environmental standards, pornography, and censorship. Globalization adds another strain for higher ethical standards as both the public and the private sectors will be working within the global markets. For example, the global setting will be comprised of a multitude of cultures and standards of living that will require greater focus on ethical behaviour. Canada will want to present herself as a country where ethical standards are high in both business and government, and where Canadians who are working within the global market are aware of the need for integrity.

Within the public service, issues such as conflict of interest, workplace harassment, confidentiality and privacy, are likely to persist and become more problematic.<sup>20</sup> "Over the next decade, concerns about the integrity of government officials, both politicians and public servants, are unlikely to diminish".<sup>21</sup> For example, if empowerment is realized in the public sector, much of its success will depend upon maintaining high standards of integrity, fairness and respect. The ultimate goal, to achieve a responsible public service staff, is difficult and complex in the public sector forum. Nevertheless, since many of the new values

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<sup>20</sup>Kernaghan, p. 624.

<sup>21</sup>Ibid., p. 624.

promote independent thinking and decision making by the public servants, the need for sound ethical values is an integral component in ensuring that these values prosper as tools for high performance.

### Traditional Values

With respect to the discussion of traditional values in Chapter II, accountability, an ethical and public service value, is one value which has been reinterpreted in the current values list. Traditionally, accountability focused on processes rather than results, whereas today accountability infers the opposite. As shown in Table 3, accountability ranked fourth in the list of core values and number one in the list of general values. This suggests that accountability has endured as a top public service value.

Encouraging accountability for results rather than accountability for processes reinforces the Treasury Board Secretariat's program for Increased Ministerial Authority and Accountability (IMAA). The IMAA program requires that more authority be delegated to senior managers to increase their accountability for achieving results. It is argued that deputy ministers must be more accountable as "effective accountability for Deputy Ministers"<sup>22</sup> must be achieved to "set the stage for a more results-oriented accountability".<sup>23</sup>

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<sup>22</sup>Canada, Public Service 2000, The Renewal of the Public Service of Canada (Ottawa: Supply and Services, 1990), p. 91.

<sup>23</sup>Ibid., p. 92.

The shifting from accountability for processes to accountability for results is also seen in the promotion of the new value described as "results-oriented". This value was specified as a core value by six organizations and as a secondary value by four. Although this only ranges between five and seven percent of those studied, it reinforces the growing accountability for results philosophy.

This philosophy, to loosen the 'red tape', has clearly been reflected in the recent PS 2000 initiative.<sup>24</sup> The goal of PS 2000 was to renew the public service and prepare it for the challenges that lie ahead in the early years of the twenty-first century. PS 2000 was for the most part based upon the reports of ten task forces<sup>25</sup> composed of public servants, including deputy and assistant deputy ministers, and advised by a consultative committee of non-government personnel<sup>26</sup>.

The report states that focusing on accountability for results rather than accountability for processes will allow public servants

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<sup>24</sup> The potency of PS 2000 within the Canadian public service is quite debatable. For the purpose of this thesis, however, PS 2000 was included to compare how government has prescribed public service reform versus the values which are being espoused within it. Comparison will be drawn to examine whether PS 2000 has been influential, or at least reflects the current value system of the public service.

<sup>25</sup> On Administrative Policy and Common Service Agencies, Classification and Occupational Group Structures, Compensation and Benefits, Management Category, Resource Management and Budget Controls, Service to the Public, Staff Relations, Staffing, Training and Development and Work Force Adaptiveness. (See Public Service 2000: The Renewal of the Public Service of Canada p. 40.)

<sup>26</sup> Kenneth Kernaghan, "Career Public Service 2000", Canadian Public Administration vol. 34, (Winter, 1991), p. 555.

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be more clearly accountable to their superiors and ultimately to Ministers for the quality of their work, their ethical conduct in the use of enhanced authority and resources, and for the results achieved by way of improved service to Canadians and support to the Government.<sup>27</sup>

Total Quality Management (TQM), which is a private sector based operations system, has been recognized as influencing the PS 2000 initiative. In general, TQM is a customer-oriented organizational approach in which the quality of the organization is measured by satisfying the consumer's expectations.<sup>28</sup> Table 5<sup>29</sup> illustrates the similarities between TQM and PS 2000. TQM and PS 2000 are two recent initiatives which have influenced public sector management and which promote many of the managerial and organizational characteristics that are present in the post-bureaucratic paradigm.

Table 5 illustrates that some of the elements of TQM and PS 2000 are congruent. Both approaches focus on serving employees and clients, encouraging progressive leadership<sup>30</sup>, promoting continuous learning, believing in reward and recognition as motivators and are results-oriented. Absent from PS 2000 is the emphasis on quality,

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<sup>27</sup>The Renewal of the Public Service of Canada, p. 48.

<sup>28</sup>C.G. Johnston and M.J. Daniel, Customer Satisfaction Through Quality: An International Perspective (Ottawa: The Conference Board of Canada, 1991), p. vii.

<sup>29</sup> This table was adapted from Walter Baker, "TQM: A Philosophy and Style of Managing for the Public Sector", (Paper used in OACAS/IPCA Conference, May 4, 1993), p. 10.

<sup>30</sup> Leadership was espoused as a core value by fourteen organizations and as a secondary value by forty-one organizations.

Table 5

A Comparison of TQM, PS 2000 and Current Public Sector Values			
Element	TQM	PS 2000	Current Values
Quality driven	X	~	X
Client focused	X	Service-oriented	Service-oriented
Total systems approach	X	X	N/A
Employee oriented	X	X	X
Empowering, transformati, participative leadership	X	X	X
Results-oriented	X	X	(implied)
Continuous improvement	X	~	~
Continuous learning	X	X	~
Reward and recognition as motivators	X	X	X
Quantitative measures and standards	X	~	~
Balanced quantitative/ qualitative measures	~	~	~
Productivity driven	~	X	(implied)
Political sensitivity	~	X	~
Responsiveness	~	X	X
Accountability for results	~	X	X
Stakeholder involvement	Limited	Limited	X
Pivotal role of management	Down-played	Down-played	N/A
Importance of corporate mgmt.	Down-played	Down-played	N/A
Source: See Appendix A			

quantitative standards and continuous improvement, whereas, in the private sector approach (TQM), the public service values of political sensitivity, responsiveness, accountability for results and productivity were not present.

Despite the fact that there is much controversy surrounding the issue of whether or not the PS 2000 initiative has perished<sup>31</sup>,

<sup>31</sup> Paul Tellier now states that he deplores the fact that he let his former colleagues talk him into implementing PS 2000 slowly for he states that "no major downsizing or significant re-

it is still interesting to examine the congruence between the two approaches and determine if the current values espoused by government organizations support either approach.

A comparison of all three columns suggests that the current values support the employee and leadership focus of both initiatives as well as the need to reward and recognize achievements. Although it was a close call, more current public service values supported PS 2000 (8) than TQM (6). Responsiveness<sup>32</sup> and accountability for results, elements of PS 2000, are also dominant public service values.<sup>33</sup> In turn, the current value of quality, which was not emphasized in PS 2000, is congruent with the TQM imitative. Quality was espoused as a core value by twenty-four public organizations. In general, this table would suggest that many of the current values espoused by government organizations are in accordance with the latest managerial approaches and techniques.

Interestingly enough, however, Robert Denhardt suggests that once TQM became popular it lost most of its original meaning. He states that it is now "regarded by many as a somewhat faddish label

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engineering process will be effective if implemented slowly and timidly". See Paul Tellier, "It's time to re-engineer the public service", The Globe and Mail. (February 25, 1994), A-27.

<sup>32</sup> Note that responsiveness is a traditional public service value and was present in sixteen value statements.

<sup>33</sup> Responsiveness was in sixteen value statements and forty-two various documents; accountability was in thirty-nine value statements and eighty-six various documents.

for good management techniques, broadly defined".<sup>34</sup> Many of these good management techniques to which he refers fill the list of current public service values.

### New Values

The movement towards progressive management, however, certainly did not originate with the TQM or PS 2000 initiatives. Improving human resource management has been a continual struggle for both public and private managers. For example, during the 1980's there was great emphasis placed on excellence<sup>35</sup>. In 1982, Peters and Waterman wrote that "the core management practices in the excellent companies aren't just different. They set conventional management wisdom on its ear".<sup>36</sup> According to a 1989 survey conducted by James Iain Gow, In Search of Excellence was regarded as the book that "every public administrator should read".<sup>37</sup>

In recent years, two of the most common new public service values to be encouraged have been innovation and service/ service

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<sup>34</sup>Robert Denhardt, The Pursuit of Significance: Strategies for Managerial Success in Public Organizations (California: Wadsworth Publishing Co., 1993), p. 104.

<sup>35</sup> Excellence was ranked eighth in the list of new core values and tenth in the general values list.

<sup>36</sup>Thomas J. Peters and Robert H. Waterman, In Search of Excellence: Lessons from America's Best-Run Companies (New York: Warner Books, 1982), p. 118. (emphasis added)

<sup>37</sup> See James Iain Gow, "Members' Survey on Theory, Practice and Innovation in Public Administration", Canadian Public Administration vol. 32, (Fall, 1989), p. 400.



quality. These two values tend to be very popular as they can serve as catch-all phrases for a variety of other new values. For example, innovation may imply a number of other values such as empowerment, leadership, teamwork and creativity. In many of the value statements found throughout government organizations, innovation was often used as a subheading to illustrate a number of other values. For example, as shown in Figure 1, the list of guiding principles of the Office of the Auditor General has "Promoting Innovation" as the subtitle with other values listed below, namely, commitment, learning, growth, technology, continuous improvement and quality.

Table 2, which lists the top core public service values, shows innovation as the fifth most commonly espoused value, next to the ethical values of integrity, fairness and equity, respect, and accountability. Encouraging innovation in the public service is a very big step to promoting the post-bureaucratic movement, especially upon reflection as to how the public service has traditionally operated.

Teamwork, creativity, and empowerment are all new concepts in the public service. These values tend to clash with the traditional value of accountability, and, in particular, do not fit well into the traditional bureaucratic culture. For example, empowerment<sup>38</sup> is a good example of how the public service is trying

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<sup>38</sup> Empowerment was cited as a core value by twelve organizations.

# *A Strategic Framework for the Office of the Auditor General of Canada*

## *Vision*

We are committed to making a difference for the Canadian people by promoting, in all our work for Parliament, answerable, honest and productive government.

## *Mission*

The Office of the Auditor General of Canada conducts independent audits and examinations that provide objective information, advice and assurance to Parliament. We promote accountability and best practices in government operations.

## *Guiding Principles*

*The following Principles will guide our behaviour in achieving our Mission:*

### *Serving the Public Interest*

We focus on significant issues to achieve a positive and measurable impact for the benefit of the Canadian people. In particular, we promote value for money in the use of funds raised from taxpayers.

### *Caring about People*

We treat our people fairly. We value the talent and diversity each individual brings to the Office. We encourage personal aspirations and growth and support quality-of-life endeavours. We strive to be leaders in our management of people and to promote a spirit of co-operation throughout the organization.

### *Commitment to Excellence*

We meet the highest standards of professionalism and integrity. While maintaining our independence, we seek to develop a relationship of respect and trust with those we audit. We are committed to delivering quality products. We share our experience with others and contribute to the advancement of the legislative audit discipline.

### *Being Cost-conscious*

We seek to make the best possible use of our resources and to minimize costs without compromising quality or service.

### *Promoting Innovation*

We are committed to learning and growth. We promote the use of innovative thinking, measurement techniques and state-of-the-art technology to continuously improve the quality of what we do.

to move "beyond bureaucracy"<sup>39</sup> and become more efficient and effective. By empowering public servants, employees would assume responsibility and be accountable for their own actions. Managers would be expected to believe that their workforce is competent and dedicated, in that they could be trusted to perform well and generate good ideas.<sup>40</sup>

It is recognized that there is an element of risk-taking involved, for not every decision may produce good results. Currently, there is a low tolerance for mistakes by senior managers. This raises some doubt as to whether empowerment will ever be fully realized in the public sector. In addition, there is concern over how empowerment will affect the constitutional conventions of ministerial responsibility, political neutrality and public service anonymity. Especially with the decline in the doctrine of political neutrality, and the already fragile doctrines of ministerial responsibility and public service anonymity, the promotion of empowerment in the public service raises some very serious theoretical and practical concerns.

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<sup>39</sup> Otto Brodtrick, "The Well Performing Government Organization", The Report of the Auditor General: 1988 (Ottawa: Supply and Services, 1988), p. 4.41.

<sup>40</sup>For further detail see Kenneth Kernaghan, "Empowerment and Public Administration: Revolutionary Advance or Passing Fancy?", Canadian Public Administration (Summer, 1992), pp. 194- 214, for a public sector approach and Catherine G. Johnston and Carolyn R. Farquhar, Empowered People Satisfy Customers, (Canada: The Conference Board of Canada, 1992), pp. 1-19 for a private sector approach.

### Provincial/ Territorial and Federal Values

Despite the concerns about empowering public servants, empowerment is being promoted as a core public service value. Table 6 shows the comparison of the values espoused by federal organizations to those values espoused by provincial/ territorial ones. Included in the top twenty provincial/ territorial values is empowerment.

Table 6

A Comparison of Federal and Provincial/ Territorial Core Values			
Federal Values	(n)	Prov/ Terr. Values	(n)
Integrity	11	Acc't/ responsibility	33
Fairness/ equity	8	Fairness/ equity	33
Respect	8	Respect	31
Service quality	8	Integrity	30
Excellence	7	Innovation	28
Teamwork	7	Service quality	22
Honesty	6	Quality	21
Professionalism	6	Teamwork	21
Innovation	5	Commit/ ded.	20
Openness	5	Honesty	19
Trust	5	Communication	18
Acc't/ responsibility	4	Excellence	18
Effectiveness	4	Recognition	18
Co-operation	3	Effectiveness	17
Commit/ ded.	3	Openness	16
Creativity	3	Responsiveness	14
Efficiency	3	Creativity	13
Inniative	3	Partnerships	13
Leadership	3	Empowerment	12
Quality	3	Trust	12
(n): number of values cited			
Source: see Appendix B			

A general overview of the data suggests that there is not much discrepancy between the values of the federal and provincial/

territorial governments. The only values which differed were co-operation, professionalism, efficiency and initiative, which were not on the provincial/ territorial list, and partnerships, communication, responsiveness, and empowerment, which were not included in the federal list. Despite these few variations, however, the rest of the core values espoused by both sectors are the same.

This includes the ethical values found in both lists, since honesty, integrity, accountability, fairness/ equity, excellence and respect for others were present in both sets of values.<sup>41</sup> In addition, the top few values in both columns were also ethical values. This coincides with the list of the top current values found in the public service as a whole.

In Table 7, which outlines the top core and secondary values of the various governments, the similarities are harder to detect.<sup>42</sup> It should be noted that this list includes the top ten values, rather than the top twenty values which have been standard throughout this chapter. The reason for this is that many of the provinces did not provide enough usable data.

Despite this fact, however, a few general comparisons between the different governments can be made. First, in the lists of all the core and secondary values, for all of the various governments, an ethical value was either the number one or the number two value.

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<sup>41</sup> Trust was also included in both lists.

<sup>42</sup> Due to the scarcity of usable data needed for this comparison, secondary values were included as supplementary data.

Table 7

A Comparison of Current Public Sector Values by Government															
Government of Alberta				Government of British Columbia				Government of Manitoba				Government of Saskatchewan			
Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)
Innovation	8	Acc'l/ resp.	13	Innovation	6	Integrity	9	Excellence	5	Acc'l/ resp.	13	Respect	5	Quality	20
Acc'l/ resp.	7	Innovation	13	Integrity	6	Innovation	8	Fairness/ equity	5	Effectiveness	11	Acc'l/ resp.	4	Fairness/ equity	5
Integrity	5	Fairness/ equity	12	Fairness/ equity	5	Communication	7	Innovation	4	Respect	9	Communication	4	Respect	5
Recognition	5	Effectiveness	10	Acc'l/ resp.	4	Fairness/ equity	4	Acc'l/ resp.	3	Fairness/ equity	8	Integrity	4	Acc'l/ resp.	4
Service quality	5	Efficiency	8	Communication	4	Acc'l/ resp.	6	Respect	3	Innovation	7	Fairness/ equity	4	Co-operation	4
Creativity	4	Integrity	8	Honesty	4	Empowerment	6	~	~	Excellence	6	Co-operation	3	Communication	4
Fairness/ equity	4	Respect	8	Quality	4	Health & safety	6	~	~	Participation	6	Commil/ ded.	3	Effectiveness	4
Quality	4	Leadership	7	Responsiveness	4	Responsiveness	6	~	~	Quality	6	Initiative	3	Integrity	4
Respect	4	Quality	7	~	~	Trust	6	~	~	~	~	Innovation	3	Leadership	4
Teamwork	4	Recognition	7	~	~	~	~	~	~	~	~	Recognition	3	~	~
~	~	Service Quality	7	~	~	~	~	~	~	~	~	Teamwork	3	~	~
Government of Ontario				Government of Quebec				Government of Canada				Government of the N.W.T.			
Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)
Commil/ ded.	5	Fairness/ equity	12	Partnerships	4	Quality	5	Integrity	11	Effectiveness	18	Integrity	5	Efficiency	5
Fairness/ equity	5	Quality	12	Acc'l/ resp.	3	Respect	5	Fairness/ equity	8	Efficiency	16	Respect	5	Integrity	5
Flexibility	5	Acc'l/ resp.	11	Fairness/ equity	3	Acc'l/ resp.	4	Respect	8	Acc'l/ resp.	15	Acc'l/ resp.	3	Respect	5
Leadership	5	Efficiency	11	Innovation	3	Integrity	4	Service quality	8	Respect	15	Commil/ ded.	3	Acc'l/ resp.	3
Respect	5	Effectiveness	10	Quality	3	Fairness/ equity	4	Excellence	7	Integrity	14	Sensitivity	3	Commil/ ded.	3
Responsiveness	5	Leadership	8	Service quality	3	Partnerships	4	Teamwork	7	Co-operation	13	Service quality	3	Effectiveness	3
Service Quality	5	Integrity	7	Transparency	3	Service Quality	4	Honesty	6	Professionalism	13	Teamwork	3	Fairness/ equity	3
~	~	~	~	~	~	Innovation	3	Professionalism	6	Fairness/ equity	12	~	~	Health & safety	3
~	~	~	~	~	~	Transparency	3	Innovation	5	Openness	12	~	~	Sensitivity	3
~	~	~	~	~	~	~	~	Openness	5	~	~	~	~	Service quality	3
~	~	~	~	~	~	~	~	Trust	5	~	~	~	~	Teamwork	3
Government of New Brunswick				Government of Newfoundland				Government of Nova Scotia				Government of Prince Edward Island			
Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)	Core Values	(n)	Secondary Values	(n)
Honesty	3	Acc'l/ resp.	4	Honesty	2	Effectiveness	5	Respect	2	Acc'l/ resp.	6	Acc'l/ resp.	2	Acc'l/ resp.	5
Acc'l/ resp.	2	Effectiveness	3	~	~	Quality	5	Teamwork	2	Effectiveness	5	Commil/ ded.	2	Fairness/ equity	4
Excellence	2	Efficiency	3	~	~	Education	3	~	~	Efficiency	5	Communication	2	Quality	4
Fairness/ equity	2	Excellence	3	~	~	Efficiency	3	~	~	Quality	5	~	~	Co-operation	3
Professionalism	2	Fairness/ equity	3	~	~	Independence	3	~	~	Health & safety	4	~	~	Commil/ ded.	3
Respect	2	Honesty	3	~	~	~	~	~	~	Respect	4	~	~	Communication	3
~	~	Innovation	3	~	~	~	~	~	~	Commil/ ded.	3	~	~	Effectiveness	3
~	~	Participation	3	~	~	~	~	~	~	Fairness/ equity	3	~	~	Innovation	3
~	~	Respect	3	~	~	~	~	~	~	Reliability	3	~	~	Participation	3
~	~	~	~	~	~	~	~	~	~	~	~	~	~	~	~
(n): number of citations															
Source: See Appendix B															

As mentioned above with the comparison of the two levels of government, this too would coincide with the core values of the public service as a whole.

Secondly, there appears to be an emphasis on innovation in the Western Provinces, Quebec, and the Government of Canada. In contrast, innovation was not present in any of the other governments, even in their secondary values lists. Thirdly, accountability was very popular as a secondary value except in the Province of Newfoundland. Considering the small number of organizations for that province, however, this exclusion should be taken very lightly. Lastly, effectiveness appeared as a top secondary value in every government except British Columbia and Quebec.

Overall, the values that are present in each of the governments are similar to the current values of the public sector as a whole. It is argued that the majority of the top values are very similar from one sphere of government to another.

### Values By Type of Organization

The current values of the public service can also be examined according to the different types of organizations. In other words, this thesis will examine whether the values of an organization are determined by the form of organization in question. Two categories of organizations will be examined in this chapter, namely, traditional bureaucratic departments and various arm's length

organizations.<sup>43</sup>

Table 8

A Comparison of Current Values in Departments and Crowns, Agencies Boards and Commissions			
Department Values	(n)	Agency Values	(n)
Ethics/ integrity	28	Respect	14
Fairness/ equity	28	Acc't/ responsibility	13
Respect	25	Ethics/ integrity	13
Acc't/ responsibility	24	Fairness/ equity	13
Innovation	23	Teamwork	12
Service quality	23	Communication	10
Honesty	17	Innovation	10
Quality	17	Excellence	9
Teamwork	17	Co-operation	8
Effectiveness	16	Commit/ ded.	8
Excellence	16	Honesty	8
Commit/ ded.	15	Responsiveness	8
Openness	15	Quality	7
Recognition	15	Service quality	7
Professionalism	13	Openness	6
Creativity	12	Flexibility	5
Trust	12	Initiative	5
Communication	10	Partnerships	5
Leadership	10	People	5
Empowerment	8	Recognition	5
Flexibility	8	Sensitivity	5
Health & safety	8	Trust	5
Partnerships	8	~	
People	8	~	
Responsiveness	8	~	
(n): number of values cited			
Source: See Appendix C			

In column one of Table 8, the top twenty values found in government departments are listed. These values will be referred to as department values. Column two, on the other hand, lists the

<sup>43</sup> Note that the proceeding Chapter will continue this examination by including the values of private sector organizations.



top twenty values found in various arm's-length government organizations such as crown corporations, agencies and commissions. For simplification purposes, the values in column two will be referred to as agency values.

It would be reasonable to assume that because departments are under direct government control, their values would not be similar to the values of the various arm's-length organizations which are not under direct government control. This would be especially conceivable since many arm's-length organizations are supposed to operate on a more businesslike basis (e.g. many have boards of directors, have set out mandates and are in competition with the private market).<sup>44</sup> Surprisingly, however, a general examination of the data reveals that many of the values are comparable. Actually, the first four values, although presented in different order, are identical. These values are the ethical values of integrity, respect, fairness/ equity and accountability. This pattern of the top few values being ethical values is congruent with the rest of the studies presented. Other ethical values identified in both columns include honesty and trust.

The list of agency values included initiative, co-operation,

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<sup>44</sup> This statement is intended to be taken generally and does not specifically apply to all crown corporations, agencies, commissions and so forth. It is noted that the arm's-length principle is not as definitive in practice. For further elaboration see Don Gracey, "The Real Issues in the Crown Corporation Debate", Public Administration in Canada, 5th edition, edited by Kenneth Kernaghan, (1985).

and sensitivity. These values were not present in the list of department values whereas effectiveness, professionalism, creativity, leadership and health and safety were not present in the agency values list. Other than these few differences, each of these lists presented the same values, only in different priority.

Interestingly, empowerment was espoused by departments as a core value. This is positive sign of the shift to the post-bureaucratic public organization. As the department values are taken from the organizations that are most 'controlled' by government, it is significant that this value is now being promoted. As well, flexibility and creativity are other department values which conflict with the traditional paradigm. Overall, these data suggest that many of the current department values conflict with the characteristics of the traditional bureaucratic paradigm. Departmental values appear to be in tune with the post-bureaucratic paradigm and as such are comparable to the values of more businesslike organizations.

### Summary

Throughout this chapter, it was shown that the current values of the public service support the post-bureaucratic paradigm. The new values, such as innovation, service quality, teamwork, creativity and openness, to name a few, endorse the movement towards creating a high-performance operation, and generally run counter to the traditional bureaucratic model.

The current public service values are composed of an

amalgamation of new and traditional public service values. Many of the traditional values, such as integrity, fairness/equity, effectiveness and responsiveness, which were discussed in Chapter II, have endured as core public sector values. Only political neutrality appears to be in a state of relative decline.

When comparing the core and secondary values of the public service, it was found that the traditional public service value, efficiency, was more popular as a secondary value than as a core value. In addition, accountability, which traditionally referred to being accountable for processes, has been reinterpreted as a current value to being accountable for results. Accountability, which has been a long-standing traditional value, continues to be an important public service value.

Many ethical values were also present in the various lists of current values. Respect, excellence, honesty and even trust appeared in many value statements. As well, the ethical values of integrity, fairness/ equity and accountability were present at the top of every list of core values which was examined. As integrity, fairness/ equity and accountability are also traditional public service values, this suggests that these values have been, and will continue to be, enduring values. The apparent popularity of these ethical values in value statements indicates that the concern for high ethical standards is important in the new post-bureaucratic movement.

Many of the current values reflect the recent managerial initiatives of PS 2000 and Total Quality Management (TQM). For

example, quality, recognition, responsiveness and leadership, top current values, are endorsed in both the PS 2000 and TQM approaches. Although more current values are supported in PS 2000 than TQM, it can be maintained that the current values are in harmony with the latest managerial reform efforts and techniques.

In comparing the current federal and provincial/ territorial values, little variation was found. This would suggest that the same values are being promoted by both levels of government. Empowerment, however, was more prevalent as a provincial/ territorial value than as a federal value. This is significant for the simple fact that empowerment is being espoused as a core value, as empowerment can only be effective if it is an accepted value. It is argued that empowering public servants requires a fundamental shift in how public organizations operate and how they are looked upon by the public and politicians. Empowerment, which is also an element of TQM and PS 2000, suggests that the paradigm shift has taken place, or, at the very least, is in the process of taking place.

Little variation was found in a comparison of the values of the Canadian governments. Effectiveness and accountability were dominant secondary values and the only major distinction to be made was that more emphasis was placed on innovation in the Western Provinces, Quebec and the Government of Canada than in the rest of Canada. Similar to the studies throughout this chapter, the top current values were once again, ethical values. Overall, the data suggest that all of the governments of Canada are espousing similar

current values, many of which are new public sector values that promote more businesslike organizational and managerial approaches.

The final table that was analyzed compared the values of departments to the values of crown corporations, agencies, boards and commissions. Interestingly, empowerment was espoused as a core department value. As this form of organization is the most traditional to government, the endorsement of such a progressive value further enhances the contention of a changing public service. As well, flexibility and creativity were among the top department values, which also reveals the paradigm shift from the bureaucratic to the post-bureaucratic organization.

With respect to the arm's-length organizations that were studied, many of their values were comparable to the values of the departments. The results of this comparison illustrate that, regardless of organizational structure, current values, which reflect the post-bureaucratic paradigm, are dominant in the public service value system.

As shown through the various current values which have permeated every avenue of the federal, provincial and territorial public services, a new model of bureaucratic organization has emerged. Many of the values are traditional values, as examined in Chapter II, and many of them are new values that have been adopted from the private sector, as will be shown in Chapter IV. Overall, the current values which have emerged in the public sector are positive indicators of a paradigm shift.

## CHAPTER IV

### CURRENT PRIVATE SECTOR VALUES

#### Introduction

The previous chapter, on current public service values, reveals that the current values of the public service are made up of a combination of traditional and new values. Nearly all of the traditional values, which were discussed in Chapter II, have endured as current public service values and continue to remain important elements of public administration. The new values, on the other hand, reflect more recent efforts towards re-inventing government and promoting a more businesslike approach to public administration.

According to Zussman and Jabes, "There is a point of view in the public sector that a private sector approach to management is the best model for managing people in large organizations".<sup>1</sup> As the authors are quick to point out, this argument is based upon the belief that private sector methods and procedures can be easily transferred into the public sector.<sup>2</sup>

Traditionally, the ability of the public sector to adopt private sector business methods and practices has been limited due to the number of differences between public and private administration. However, as will be demonstrated in this chapter,

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<sup>1</sup>David Zussman and Jak Jabes, The Vertical Solitude: Managing in the Public Sector (Halifax: The Institute for Research on Public Policy, 1989), p. 41.

<sup>2</sup>Ibid, p. 41.

many of the techniques and approaches that are currently being espoused in the private sector are being espoused in the public sector as well. Despite the basic differences between public and private management, both sectors are promoting similar values.

This chapter will begin with the examination of a few of the general differences between public and private administration, followed by a methodological note, then a presentation of the data.

### **The Differences Between Public and Private Administration**

One of the most noticeable differences between the two sectors is that public administrators work within an intense political environment whereas private administrators do not. The impact that political priorities have upon the management of the public service was highlighted in the 1983 Report of the Auditor General, as one of the three major constraints to productive public management.<sup>3</sup> The Report stated that, "Politicians rarely get elected for concentrating on productive management of departmental operations".<sup>4</sup>

Politicians are concerned with gaining public support through creating new programs and initiatives that, by their very nature, may not always be conducive to productive public management. For example, a public administrator may have to take into account the

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<sup>3</sup> Along with the impact of political priorities are the many administrative and procedural constraints and the lack of incentives. See, Canada, The Report of the Auditor General. (Ottawa: Supply and Services, 1983), pp. 53- 57.

<sup>4</sup>Ibid., p. 56.

overriding concern for national unity, regional development or nation well-being when making operational decisions. In general, private administrators do not have to consider, to the extent public administrators do, the many 'political' considerations to which public administrators must be sensitive.<sup>5</sup>

Another contrasting feature of public and private administration is seen in their general mandates. In the public sector, the general mandate is to provide 'services', whereas in the private sector, it is to make 'profits'.<sup>6</sup> In providing these services, the public sector is responsible for providing them equally to everyone. Therefore, unlike the private sector, the public sector cannot easily close inefficient operations which meet a real or perceived need. Public organizations provide services not to make money, but hopefully to serve the public interest. Unlike the private sector, efficiency is not usually of paramount concern.

Private sector organizations are primarily concerned with profits which allows them to judge their performance from a 'bottom line' perspective. However, much of what the public sector does is difficult to quantify and this is a major concern in determining the effectiveness of its programs and services. The activities of public sector management are neither unmeasurable nor uncontrollable, but due to the political environment, they are just

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<sup>5</sup>Ibid., p. 57.

<sup>6</sup>Kenneth Kernaghan and David Siegel, Public Administration in Canada: A Text (Scarborough: Nelson Canada, 1991), pp. 6- 7.



not as easily quantifiable as the private sector is.<sup>7</sup>

There is also a factor of prudence in the public sector. Unlike private sector employees, public servants are constrained by such means as ministerial responsibility, the Auditor General, and must, therefore, act more cautiously. The common expression of 'operating in a fish-bowl'<sup>8</sup> depicts the fact that public administrators are under constant scrutiny by a number of stakeholders (e.g. the public, politicians, and central agencies). This constant scrutiny exemplifies the pressure for public managers not to make mistakes or take any risks which may not have positive results. This results in an extra element of constraint which is much less significant in the private sector.

Along these same lines, there has traditionally been greater emphasis placed on formal accountability in the public sector than in the private sector.<sup>9</sup> The lines of authority and responsibility in public organizations tend to be hazier in public than in private organizations.<sup>10</sup> This is due to such factors as the size and complexity of government as well as the need to maintain political control over the bureaucracy.<sup>11</sup> The need for strict lines of accountability has been traditionally criticized as a major

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<sup>7</sup>Walter Baker, "TQM: A Philosophy and Style of Managing for the Public Sector", (Paper used in OACAS/IPCA Conference, May 4, 1993), p. 13.

<sup>8</sup>Report of the Auditor General, pp. 57- 58.

<sup>9</sup>Kernaghan and Siegel, p. 8.

<sup>10</sup>Ibid., p. 8.

<sup>11</sup>Ibid., p. 8.

constraint in producing a more efficient operation. The Auditor General notes that "when constraints become a spider's web of rules, regulations, directives, prohibitions, and controls, managers lose sight of value-for money concerns."<sup>12</sup>

The final distinction to be made here between public and private administration is in regard to personnel systems, which include job classification and staffing. Generally, the personnel systems in the public sector are very complex. For example, since the public service must be accessible, equitable and representative, this tends to complicate the already complex personnel process. Rigid personnel systems are also a result of the emphasis that is placed on accountability. Although the private sector has to deal with certain personnel issues such as employment equity and pay equity, the private sector approach is generally less complex.

In general, the differences explained above represent the traditional distinctions between public and private administration. As Kernaghan and Siegel note, "At the very least, these differences suggest the need for caution in transferring practices and technologies from private sector organizations to public sector organizations".<sup>13</sup>

Although an element of caution is warranted, public managers should not be overly cautious and avoid all new methods and techniques. It does appear, however, that public managers have

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<sup>12</sup>Report of the Auditor General, p. 60.

<sup>13</sup>Kernaghan and Siegel, p. 6.

been adopting more 'businesslike' principles to guide their operations. As shown in Chapter III, many of the new values seem quite radical compared to traditional public sector values. The two sectors appear to be coming closer together, at least in operational terms. This chapter will examine the current values of the private sector and compare them to public sector values to see just how similar the two sectors have really become.

#### Methodological Note

Before examining the current values of the private sector, the methodology of this study will be discussed. As noted in the first chapter, the purpose of this study was to examine the current values of the private sector. Relevant material pertaining to values and value statements was requested from 500 private sector organizations. The 500 organizations were randomly selected from the 1993 Report on Business "Top 1000" list of private sector companies.<sup>14</sup> These companies were ranked in order of profit and are listed on Canadian stock exchanges. From an alphabetical Index of the top one-thousand companies,<sup>15</sup> every other company was selected for the purpose of this study.<sup>16</sup> From the 500 requests for values documentation, 87 of those, or 17.4 percent, responded.

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<sup>14</sup> For a complete listing see "The Top 1000: The Definitive Report on Corporate Canada", The Report on Business Magazine, (Toronto: The Globe and Mail, July 1994), pp. 70-75, 78-96, 97-105.

<sup>15</sup> See, The Report on Business Magazine, pp. 150-152, 155, 157, 159-162.

<sup>16</sup> It should be noted that a coin was tossed to determine where to begin on the list.

Ten percent of the organizations were excluded for not providing any documentation which referred to values. From the 78 responses which did contain values information, 26 (33 percent) had explicit value statements whereas 52 (67 percent) did not have precise value statements, but had various values scattered throughout their mission statements and/or strategic plans.

As in Chapter III, all of the values found in this study will be referred to as 'current' values. Like the current public sector values, the current private sector values are divided into two categories: core values and secondary values. Core values are those values which were identified from specific value statements and secondary values are those values which were found not in value statements, but in the general documentation<sup>17</sup> provided by the companies.

For the same reasons outlined in Chapter III, the secondary values were included in this study to broaden the range of values to be discussed. As was shown in the previous chapter, values which may be significant to public administrators do not always appear in value statements, but may appear in mission statements and/or strategic plans. Thus, dividing the current values into two categories provides a more comprehensive picture of the values considered to be important to private sector organizations.

Finally, as was done in the study of public sector values, the content analysis of the private sector study is provided in

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<sup>17</sup> The secondary values were often located within the strategic plans.

Appendix D. For purposes of continuity, the same framework of values was used in the private sector analysis that was used in the public sector analysis. This framework was determined by the values which were present in the public sector. The same row of values appear in appendices A through D. This explains why many of the columns which do not have any private sector data in them have not been eliminated.

#### Current Private Sector Values

In 1978, John Gardner stated, with regard to private sector management, that "[m]ost contemporary writers are reluctant or embarrassed to write explicitly about values".<sup>18</sup> As well, Phillips and Kennedy wrote in the early eighties that "[t]ough minded managers and consultants rarely pay much attention to the value system of an organization".<sup>19</sup> They stated that values did not receive very much attention because "[v]alues are not 'hard' like organization structures, policies and procedures, strategies or budgets".<sup>20</sup> However, around the same time, in Peters and

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<sup>18</sup>John Gardner, Morale (New York: Norton Publishers, 1978), p. 28.

<sup>19</sup>Julien R. Phillips and Allan A. Kennedy, "Shaping Managing Shared Values", McKinsey Staff Paper (December 1980), p. 1. in Thomas J. Peters and Robert H. Waterman, Jr. In Search of Excellence: Lessons from America's Best-Run Companies (New York: Warner Books, 1982), p. 279.

<sup>20</sup>*Ibid.*, p. 279.

Waterman's survey of 'excellent'<sup>21</sup> companies, it was found that "every excellent company...is clear on what it stands for, and takes the process of value shaping seriously".<sup>22</sup> In fact, they stated that "we wonder whether it is possible to be an excellent company without clarity on values and without having the right sorts of values".<sup>23</sup>

It appears that although values were not written about extensively by many academics and practitioners of the time, private organizations were still using and reaping the benefits of shared values within their organizations. According to the survey by Peters and Waterman, virtually all of the 'excellent' or the better-performing companies that were surveyed contained a "well-defined set of guiding beliefs"<sup>24</sup>, whereas the less well-performing companies usually had "no set of coherent beliefs".<sup>25</sup> This is not to suggest that a company will automatically do well if it has a set of shared values, but it is interesting to note that the 'excellent' companies in this study did recognize the importance of shared values.

Today a focus on values is much more accepted by private organizations as a part of human resource management. Values, if

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<sup>21</sup> In the context of Peters and Waterman's survey, an excellent company refers to one which upholds their eight basic principles. These eight principles are listed in Appendix E.

<sup>22</sup>Thomas J. Peters and Robert H. Waterman Jr. p. 280.

<sup>23</sup>Ibid., p. 280.

<sup>24</sup>Ibid., p. 281.

<sup>25</sup>Ibid., p. 281.

they do not appear in a formal value statement, are usually presented in mission statements and strategic plans. In the study conducted for this thesis, it was found that many of the core and secondary values were presented in annual reports. This is not surprising considering that corporate annual reports are considered to be "one of the cornerstone communications vehicles".<sup>26</sup>

Table 9

A Comparison of Current Core and Secondary Private Sector Values			
Core Values	(n)	Secondary Values	(n)
Integrity	12	Challenge/growth	31
Teamwork	11	Profitability	27
Respect	10	Quality	25
Cont. Improve.	9	Acc't/ resp.	24
Openness	9	Environment	22
Quality	9	Innovation	21
Environment	8	Integrity	19
Innovation	7	Recognition	19
People	7	Commit/ ded.	18
Recognition	7	Competitiveness	18
Communication	6	Efficiency	18
Profitability	6	Excellence	18
Service quality	6	Health & safety	18
Acc't/ resp.	5	Train/ dev't	18
Commit/ ded.	5	Respect	17
Honesty	5	Community	16
~		Effectiveness	16
~		Fairness/ equity	16
~		R & D/ tech.	16
(n)= number of values cited			
Source: See Appendix D			

Table 9 provides a comparison of the two types of current private sector values that were collected in this study. In the

<sup>26</sup>"Annual Report: Behind the numbers, a new accountability", The Globe and Mail, (April 22, 1995), Supplement. p. i.

first column, the top current core values are listed in rank order.<sup>27</sup> Compared to column two, which lists the top current secondary values, also in order of importance, only half of the values are present in both lists.

Surprisingly, the highest ranked core value of integrity was not included among the top ranking secondary values. The studies examined throughout this thesis thus far, have all had ethical values, particularly integrity, within the first few top ranking values. In turn, the most popular secondary value of challenge/growth, did not appear as a core value. This also has not been the case in any of the studies examined so far.

The values which appeared in both lists are respect, quality, environment, innovation, recognition, profitability, accountability, commitment/ dedication, and as already mentioned, integrity. This would suggest that these eight values are particularly important to private sector managers.

In the list of core values, teamwork, continuous improvement, openness, people, communication, service quality and honesty were espoused as core values, but did not appear as secondary values. Similarly, in the list of secondary values, competitiveness, efficiency, excellence, health and safety, training/ development, community, effectiveness, fairness/ equity, research and development/technology and challenge/ growth were espoused as

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<sup>27</sup> It should be noted that only the top sixteen, instead of the top twenty, core private sector values are included in the core private sector values list. This is due to the fact that there were too many values ranked in the number eighteen position to include them in the short list.



secondary values, but were not included in the core value list.

There is only about a fifty-percent congruency between the two lists of values. Compared to the congruency between the current core and secondary public service values as shown in Chapter III<sup>28</sup>, these two lists of current private sector values differ rather substantially. It would be too risky to attempt to determine the causative factors for such a sizable difference between the core and secondary values of the private sector. However, there may be some significance in the fact that public sector core and secondary values were more similar than the core and secondary values of the private sector were.

Many of the secondary public sector values were found in unorganized, or loose leaflets containing strategic plans and mission statements. The majority of secondary private sector values, however, were found in the strategic plans located within high-profile, eye-pleasing annual reports, reports which aid in selling the company. It may be possible that marketing played a factor in determining the values 'language' of the document, rather than actually presenting the companies' shared values.

For the purpose of this thesis, however, the majority of the analysis in this chapter will focus on core private sector values. The secondary values will serve only as supplementary data, and considering the discrepancies between two types of values, they will only be discussed when the findings are especially relevant.

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<sup>28</sup> See Table 3 for the comparison of current core and secondary public service values.

### Current Public and Private Sector Values

In the previous chapter, it was discovered that many of the current public service values, especially the new public service values, are typically associated with private rather than public administration. For example, the new values of innovation and creativity contradict the traditional notion of a prudent public service, just as empowerment, another new value, does not correspond with the traditional focus on rigid lines of accountability.

Many of the current public sector values support the post-bureaucratic paradigm and provide positive indicators that a paradigm shift is occurring, or at least has begun to occur, within the public sector. This paradigm shift is changing how the public sector is managed and organized in the direction that is more closely associated with private sector management. The main objective of including an examination of private sector values in this thesis was to determine just how close the current values of both sectors have become.

Table 10 provides a comparison of the current core values found in both the public and the private sectors. Most noticeable in the comparison of values is that integrity is the top ranked core value in both sectors. In Chapter III it was observed that integrity has been, and continues to be, an enduring value in public sector management. Since integrity is also the highest ranking private sector value, this suggests that integrity is an important element of private sector management as well.

Table 10

A Comparison of Current Values in the Public and Private Sectors			
Core Private Values	(n)	Core Public Values	(n)
Integrity	12	Integrity	41
Teamwork	11	Fairness/ equity	41
Respect	10	Respect	39
Cont. Improve.	9	Acc't/ resp.	37
Openness	9	Innovation	33
Quality	9	Service quality	30
Environment	8	Teamwork	28
Innovation	7	Excellence	25
People	7	Honesty	25
Recognition	7	Quality	24
Communication	6	Commit/ ded.	23
Profitability	6	Effectiveness	21
Service quality	6	Openness	21
Acc't/ resp	5	Communication	20
Commit/ ded.	5	Recognition	20
Honesty	5	Professionalism	17
~		Trust	17
<i>(n)= number of values cited</i>			
<i>All values appear in order of rank</i>			
<i>Source: See Appendices A and D</i>			

Actually, an overview of the data reveals that many of the core private and core public sector values are similar. For instance, the twelve values of integrity, teamwork, respect, openness, quality, innovation, recognition, communication, service quality, accountability/ responsibility, commitment/ dedication and honesty appear in both sets of core private and public sector values.

Only the core private sector values of continuous improvement, environment, people and profit do not appear on the core public sector values list. Similarly, the core public sector values of

fairness, excellence, effectiveness, professionalism, and trust are not present in the core private sector list.

As shown in Appendix F, which provides a comparison of all of the current public and private sector values, including the secondary values of each sector, the values of integrity, accountability/ responsibility, innovation, respect and quality appeared in each of the lists. These values are significant as they are the five most popular values that were present throughout the information provided.

In addition, it is worth noting that accountability, which was also regarded as an enduring public sector value in Chapter III, was found to be a dominant current private sector value. As mentioned in the previous chapter, accountability in the public service has been re-interpreted from focusing on accountability for processes to focusing on accountability for results. This interpretation would concur with how accountability is practised and/or understood in the private sector. Therefore, in reference to the differences between public and private administration, the gap between the rigid interpretation of accountability in the public sector and the more flexible application of accountability in the private sector may be decreasing slightly.

There were values, however, which were unique to the private sector. For example, the current private sector values of profitability and competitiveness all are traditionally associated with private sector management. The current private values of profitability and environment were found in both the current core

and secondary private sector values lists, but were not found in any of the current public sector lists.<sup>29</sup>

As well, the current core private sector value of continuous improvement, was not found in any of the other lists just as the current secondary private sector values of competitiveness, research and development/ technology, and training and development were present only in the one list. Each of these current private sector values, with the possible exception of environment<sup>30</sup>, have been typically associated with current private sector management. It can be argued, therefore, that there are distinct values which may only pertain to private sector organizations.

On the other hand, the current public sector values which were not included in the current private sector values lists do not appear to be distinctive to public sector management. For example, leadership, professionalism and responsiveness were espoused as current public sector values, but were not present in any of the current private sector values lists.<sup>31</sup>

Furthermore, trust and creativity were included as only core public service values and co-operation and partnerships which

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<sup>29</sup> See Appendix F for data on secondary values.

<sup>30</sup> The emphasis on the environment may be due to the fact that many of the industries surveyed were resource-based.

<sup>31</sup> Leadership, professionalism and responsiveness did appear in the calculation of core and secondary current private sector values. They appeared as follows: leadership (four core/ twelve secondary); professionalism (four core/ seven secondary); and, responsiveness (three core/ six secondary).

appeared only as secondary public service values.<sup>32</sup> Ironically, all of these values, except for responsiveness, can be described as new public sector values. It has been generally argued that these new values tend to reflect private sector rather than public sector management; therefore, although they were not included as top private sector values, it does not seem to have anything to do with the differences between public and private sector management.

The final point to be mentioned in relation to the discussion of current public and private sector values is that efficiency was included in the public and the private sectors' secondary values, but was not included in either sector's core values. As discussed in Chapter III, efficiency is an important public sector value even though it does not appear regularly in public service value statements. Similarly, it appears that it is true for the private sector as it was not a popular core value (it only appeared in two value statements), but it was the eighth most common secondary private sector value.<sup>33</sup> Thus, it appears that even though efficiency is not espoused in many value statements in either the public or the private sectors, it is still an important element of public and private sector management.

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<sup>32</sup> Private sector organizations also espoused these values as follows: trust (four core/ twelve secondary), creativity (four core/ eleven secondary), co-operation (one core/ three secondary). and partnerships (three core/ ten secondary).

<sup>33</sup> Efficiency was espoused as a secondary value by eighteen private organizations.

### Ethical Values

As demonstrated in Chapter III, ethical values were dominant in the list of current public sector values.<sup>34</sup> Mary E. Guy's ethical values, which were used in the previous chapter, will also provide the framework for discussion on ethical values in this chapter. These ethical values are fairness, integrity, accountability, caring, honesty, promise keeping, pursuit of excellence, loyalty, responsible citizenship and respect for others.<sup>35</sup> Table 11 lists these ethical values in column three.

The comparison between the current core private sector values and the ethical values listed in column three reveals that four of the core private sector values are ethical values. These are the values of integrity, respect, accountability and honesty. Only the two core values of integrity and respect, which are also ethical values, appeared near the top of the list. It is significant that within the top four values of both the public and the private sectors, two of them were ethical values.

A comparison of columns one and two of Table 11 shows that there are more ethical values included in the top twenty core public sector values than in the list of the top core private sector values. All four of the ethical values found in the private core values list were present in the public core values list. As well, excellence, honesty and trust were present in the core public

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<sup>34</sup> See Table 4 for a comparison of ethical and current public sector values.

<sup>35</sup> Mary E. Guy, Ethical Decision Making in Everyday Work Situations (Westport Connecticut: Quorum Books, 1990), p. 14.

Table 11

A Comparison of Current Core Public, Current Core Private and Ethical Values		
Current Core Public Values	Current Core Private Values	Ethical Values
Integrity	Integrity	Integrity
Fairness/ equity	Teamwork	Fairness/ equity
Respect	Respect	Respect for others
Acc't/ resp.	Cont. Improve.	Accountability
Innovation	Openness	~
Service quality	Quality	~
Teamwork	Environment	~
Excellence	Innovation	Excellence
Honesty	People	Honesty
Quality	Recognition	~
Commit/ ded.	Communication	~
Effectiveness	Profitability	~
Openness	Service quality	~
Communication	Accountability/	~
Recognition	responsibility	~
	Commit/ ded.	
Professionalism	Honesty	~
Trust	~	~
Creativity	~	~
Responsiveness	~	~
Leadership	~	~
~	~	Caring
~	~	Promise keeping
~	~	Loyalty
~	~	Responsible
~		citizenship
<b>bold: ethical values</b>		
Source: See Appenices A and D		

values list, but were not included in the core private values list. As was discussed in the previous chapter, the top four core public sector values are ethical values as well.

Note that integrity is positioned as the top core value in both the public and the private sectors. Respect also places high;



it is included within the first four values of both sectors. Overall, the ethical values of integrity, respect, accountability and honesty appear to be the most dominant ethical values found in both the public and the private sectors.

Furthermore, as more ethical values were included in the public core values lists, and since the top four values in that list were ethical values, it would be reasonable to suggest that more emphasis is placed on ethics in government than in business. One should be cautious, however, since the top core private sector value is an ethical value.

#### Current and Past Private Sector Values

Unfortunately, unlike the analysis of public sector values, there is not a widely accepted list of traditional private sector values to use in this thesis.<sup>36</sup> However, part of the study conducted for Peters and Waterman from 1979 to 1980 did focus on private sector values. The study was undertaken by the McKinsey Consultants Group and included an analysis of seventy-five private sector companies. The method of the study was through structured interviews as well as through examinations of press coverage and annual reports from roughly the year 1955 onward.<sup>37</sup> Column one of Table 12 lists the values or the "dominant beliefs" that were found in the study.<sup>38</sup>

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<sup>36</sup> The author is not aware of any such studies.

<sup>37</sup> Thomas J. Peters and Robert H. Waterman, Jr., p. 13.

<sup>38</sup> Ibid., p. 285.

Table 12

A Comparison of Past and Current Private Sector Values	
Past Private Sector Values	Current Core Private Values
A belief in being the "best"	~
A belief in the importance of the details of execution, the nuts and bolts of doing the job well	~
A belief in the importance of people as individuals	X
A belief in superior quality and service	X
A belief that most members of the organization should be innovators, and its corollary, the willingness to support failure	X
A belief in the importance of informality to enhance communication	X
Explicit belief in and recognition of the importance of economic growth and profits	X
<i>Source: See Appendix D</i>	

A comparison of the data reveals that many of the private sector values which were espoused before 1980 are still espoused today by private sector companies. In the list of the 'past'<sup>39</sup> private sector values, only the belief in being the "best" and the importance of details and doing the job well were not among the current core private sector values. In fact, it could even be argued that these two values or dominant beliefs are generally implied in the current core private sector values of quality, service quality and continuous improvement. Overall, there appears

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<sup>39</sup> For the purpose of this thesis, these private sector values will be referred to as past private sector values because they are not necessarily enduring values nor are they widely accepted enough to be called traditional private sector values.

to be very little difference in the values that were espoused in the study and the values that are being espoused today.

What is interesting, however, is that none of the traditional public sector values that were examined in Chapter II are congruent with any of the past private sector values. This would suggest that the differences between private and public administration were much more distinct then, at least in operational terms, than they are today.

As shown in Chapter III, many of the methods and techniques that are used in the private sector are being applied in the public sector as well. For example, the current private sector management approach, TQM, greatly influenced the government's PS 2000 renewal efforts. Table 5 illustrates the similarities between TQM and PS 2000 and it was found that many of the current public sector values supported both approaches.

As the current public sector values appeared to support the latest managerial systems, it is interesting to see if the current private sector values also reflect recent developments in private sector management. Table 13<sup>40</sup> provides a comparison of the current core private and public sector values with the main elements of TQM and PS 2000.

A comparison of TQM and the current core private sector values found that eight of the private values supported the TQM movement. The TQM focus on quality, clients, employees, results, continuous

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<sup>40</sup> This table was adapted from Walter Baker, "TQM: A Philosophy and Style of Managing for the Public Sector", (Paper used in OACAS/IPCA Conference, May 4, 1993), p. 10.

Table 13

A Comparison of TQM, PS 2000, Current Core Public and Private Sector Values				
Element	TQM	PS 2000	Core Public Values	Core Private Values
Quality driven	X	~	X	X
Client focused	X	Service-oriented	Service-oriented	X
Total systems approach	X	X	N/A	N/A
Employee oriented	X	X	X	X
Empowering, transformati, participative leadership	X	X	X	~
Results-oriented	X	X	(implied)	(implied)
Continuous improvement	X	~	~	X
Continuous learning	X	X	~	~
Reward and recognition as motivators	X	X	X	X
Quantitative measures and standards	X	~	~	X
Balanced quantitative/ qualitative measures	~	~	~	~
Productivity driven	~	X	(implied)	(implied)
Political sensitivity	~	X	~	~
Responsiveness	~	X	X	~
Accountability for results	~	X	X	X
Stakeholder involvement	Limited	Limited	X	X
Pivotal role of management	Down-played	Down-played	N/A	N/A
Importance of corporate mgmt.	Down-played	Down-played	N/A	N/A

*Source: See Appendices A and D*

improvement<sup>41</sup>, recognition, quantitative measures (profits), accountability for results and stakeholders, runs parallel to the list of the current private sector values. Only the focus on leadership, learning, responsiveness, productivity driven and

<sup>41</sup> This value is clearly a reflection of TQM as it one of the main principles of TQM (Kaitzen). This principle is largely based on Deming's 'Plan, Do, Check, Act' Cycle. For further elaboration see Michel Perigord, Achieving Total Quality Management: A Program For Action (Cambridge: Productivity Press, Inc., 1990), pp. 161- 163.

balancing quantitative/ qualitative measures was not congruent with current private sector values. In general, this suggests that the current private sector values are in tune with the latest managerial approaches in private sector management.

Table 13 also reveals that nine current private sector values supported the PS 2000 system. This evidence further illustrates the similarities between both of these managerial approaches, and the overall similarities between the methods and techniques used in both public and private sector management.

Although the public and the private sectors appear to be espousing similar values and appear to be using similar managerial approaches, there are still fundamental differences between public and private administration. These differences, which were discussed in the beginning of this chapter, are reminders that certain private sector techniques can only be taken so far in the public sector. In other words, although the public sector may be practising techniques similar to the private sector, this does not make these two sectors totally congruent. However, it is reasonable to argue that the shift to the post-bureaucratic paradigm will bring the two sectors closer together.

#### Values By Type of Organization

In the previous chapter, the core current public sector values found in government departments and central agencies, and government crown corporations, agencies, boards and commissions were discussed. For purposes of clarity, the core current values

found throughout government departments and central agencies were defined as "department values". Likewise, the current core values found in government crown corporations, agencies, boards and commissions were defined as "agency values".

In Table 14, "business values" have also been included. These are the current core values found in the private sector. It should be noted that approximately the top twenty-five values, compared to the usual top twenty values, are listed in each column. Additional values were included because of the awkward ranking of the numbers which did not allow for an equal comparison of the different columns.

This table represents the three different organizational levels of government control: direct (department), arm's-length (agency), and autonomous (business). As discussed in Chapter III, it is interesting to see if the same values are espoused in all three types of organizations.

An examination of the data reveals that approximately sixty percent of the values found in each of the columns is the same. These are the values of integrity, respect, accountability, innovation, quality, honesty, trust, teamwork, excellence, recognition, communications, service quality, openness, commitment/dedication and people. The fact that many values were common throughout the different types of organizations suggests that the level of government control is not a strong factor in terms of which core values the organizations espouse.

Table 14

A Comparison of Current Values Found in Departments Agencies and Private Sector Businesses					
Department Values	(n)	Agency Values	(n)	Business Values	(n)
Integrity	28	Respect	14	Integrity	12
Fairness/ equity	28	Acc't/ responsibility	13	Teamwork	11
Respect	25	Integrity	13	Respect	10
Acc't/ responsibility	24	Fairness/ equity	13	Cont. Improve.	9
Innovation	23	Teamwork	12	Openness	9
Service quality	23	Communication	10	Quality	9
Honesty	17	Innovation	10	Environment	8
Quality	17	Excellence	9	Innovation	7
Teamwork	17	Co-operation	8	People	7
Effectiveness	16	Commit/ ded.	8	Recognition	7
Excellence	16	Honesty	8	Communication	6
Commit/ ded.	15	Responsiveness	8	Profitability	6
Openness	15	Quality	7	Service quality	6
Recognition	15	Service quality	7	Acc't/ resp.	5
Professionalism	13	Openness	6	Commit/ ded.	5
Creativity	12	Flexibility	5	Honesty	5
Trust	12	Inniative	5	Caring	4
Communication	10	Partnerships	5	Community	4
Leadership	10	People	5	Creativity	4
Empowerment	8	Recognition	5	Excellence	4
Flexibility	8	Sensitivity	5	Leadership	4
Health & safety	8	Trust	5	Pride	4
Partnerships	8	~		Professionalism	4
People	8	~		R & D/ tech.	4
Responsiveness	8	~		Timely	4
~		~		Train/ dev't	4
~		~		Trust	4
(n): number of values cited					
Approximately the top twenty-five current core values					
Source: See Appendices C and D.					

In fact, more values were congruent in lists of department and business values, than in the lists of agency and business values. One might have expected that the further the organizations got from direct government control, the more progressive or businesslike the values would have become. However, this does not appear to be the case. If anything, the department values are very 'non-

traditional' as creativity, empowerment, flexibility, innovation and openness are among the top values.

Other than the values that were listed in all of the columns, little variation was found. Professionalism, creativity, and leadership were listed only as department and business values. Also, responsiveness, fairness/ equity, flexibility and partnership were presented only in the department and the agency values lists. It should be noted that these values, which were not found in the business values list, were not exclusive to public sector management.

The values which were espoused by businesses alone were continuous improvement, environment, profitability, research and development and technology, timely, training and development and caring. As mentioned previously in this chapter, some of the business values have been distinctly associated with private sector management. In this case, however, it appears that only continuous improvement (most likely in the context of TQM), profitability, and research and development/ technology are such values. The focus on the environment, timeliness, training and development and caring could be applicable within both the public and private sectors.

There is a fairly strong correspondence, however, between the first four values found in each of the different values lists. As mentioned in Chapter III, the top four department and agency values are identical, only presented in a different order. These are the values of integrity, fairness/ equity, respect and accountability. In comparison to the business values, it was found that two of the



values, namely, respect and integrity, also appeared within the top four. It is notable that the two values which were congruent at the top of all of the lists were ethical values. Integrity was the number one value in both the department and the business values. Therefore, this suggests that promoting ethical values, such as integrity and respect, is important to all types of organizations, regardless of government control.

### Summary

Although the differences between the public and the private sectors, such as service versus profit, emphasis on accountability, rigid personnel systems, and the need to operate under the scrutiny of the public eye, do set the two types of administration apart, one finds that both sectors promote similar values. The data suggest that many of the current values are interchangeable between both the public and the private sectors.

When comparing the current core and current secondary private sector values it was found that only half of the values appeared in both lists. This suggests that the current private sector values found in value statements were fairly similar to the current private sector values found in mission statements and/or strategic plans.

In the examination of the current core private and public sector values, the twelve values of integrity, teamwork, respect, openness, quality, innovation, recognition, communication, service quality, accountability/ responsibility, commitment/ dedication and

honesty appear in both set of values. This suggests that these are the main values present in both the public and the private sectors, especially integrity, which appeared on the top of both public and private sectors current core values lists.

There are current values that are unique to the private sector. These are profitability and competitiveness. These current private sector values reflect the differences between public and private administration.

It was interesting to note that efficiency was only espoused as a secondary private sector value. This would concur with the findings of the current public sector values, as efficiency appeared only as a secondary value in the public service as well. Since efficiency still remains as a dominant secondary value in both sectors, this suggests that it continues to be an important element of management, although it does not regularly appear in public or private sector value statements.

Like many of the current public sector values, there were several ethical values listed in the current private sector values lists. Two of the top four current core private sector values, namely, integrity and respect, were also ethical values. In a comparison of both sectors, integrity, respect, accountability and honesty appear to be the most dominant ethical values. Overall, it appears that ethical values are very important in both the public and the private sectors.

In Table 12, which compared the current private sector to the past private sector values, it was found that many of the values

were congruent. This suggests that private sector values have not changed dramatically over the years. Additionally, since none of the traditional public sector values were congruent with the past private sector values, it would appear that the differences between public and private management were more distinct.

The comparison of current private sector values to TQM and PS 2000 revealed that many of the values were congruent with both systems. More current private sector values supported TQM than PS 2000, but the difference was not great. This illustrates that many of the techniques and approaches which are being promoted through the latest managerial systems are used in both public and private sector management.

The final comparison made was between the current values of departments, agencies and businesses. The data revealed that approximately sixty percent of the values were found in each type of organization. Although one may have expected to see more businesslike values in the organizations not under direct government control, this was not so. The department values were just as progressive as the business values were. The values of the three types of organizations were similar enough that it appears that the type of organization does not play a large role in determining the organization's values.

In general, the study of private sector values has revealed that they are similar to the values that are being espoused in the public sector. Thus, it can be suggested that the gap between public and private management, at least in operational terms, is

diminishing. It should be noted, however, that although they may be diminishing, in that they espouse similar current values, this does not mean that these two sectors have become indistinguishable.

As discussed earlier, there are many differences between public and private management. These differences are fundamental, in that they are not due to different managerial techniques or practices, but that the differences relate back to the very root of why the organizations were established. For example, government's mandate is to serve the public interest and provide services, whereas businesses are established, and will only survive, if they make profits.

As argued in the previous chapter, the shift from the bureaucratic to the post-bureaucratic paradigm reflects the new businesslike culture that is emerging in the public sector. When one compares the public and private sector values, one can see that the current public sector values clearly reflect a more businesslike approach.

## CHAPTER V

### CONCLUSION

#### Introduction

Throughout the world, countries such as Britain, Sweden, Malaysia, Singapore, Australia and New Zealand have taken on the task of government renewal.<sup>1</sup> Although Canada enjoys an international reputation as having one of the best public services in the world, it too has seen the need to address the issue of government renewal.<sup>2</sup> The numerous social, economic, and political challenges, such as globalization, financial restraints, information technology, changing demographics and the lack of public confidence in government institutions and politics, have accentuated the need for a new type of public organization- a type of organization that is flexible enough to meet these challenges, yet sturdy enough to endure them.

Many academics and practitioners of public administration are now arguing that this new form of public organization, the post-bureaucratic organization, is emerging. Along with this new style of public organization comes a new framework of public service values. The purpose of this thesis has been to illustrate that at the same time that the public service has shifted from the philosophies of the classical bureaucratic paradigm to the post-

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<sup>1</sup>Marcel Massé, "Getting Government 'Right'", Notes for an address to the Public Service Alliance of Canada (Montreal: September 12, 1993), p. 1.

<sup>2</sup>Ibid., p. 10.

bureaucratic paradigm, a shift in public service values has occurred. The current values of the public service provide positive indicators that many of the characteristics of the post-bureaucratic paradigm are visible in Canada's public services.

The difficulty of using such terms as "paradigms" and "paradigm shifts", however, is that there is a tendency to believe that the concept of a 'paradigm' is an absolute. In other words, an organization would either have the characteristics of the classical bureaucratic paradigm or the characteristics of the post-bureaucratic paradigm, not both. In actual fact, however, an organization may have characteristics from both paradigms and may sit somewhere in the middle of these two paradigms, rather than at either end. Therefore, caution should be exercised in assuming too much of the post-bureaucratic paradigm, as well as too little of the classical bureaucratic paradigm. Depending upon the individual organization, some organizations would benefit from some of the attributes of the post-bureaucratic paradigm, whereas others, such as the military or air traffic controllers, would not. Paradigm shifting is a transition to a new set of beliefs and assumptions about how an organization should be managed. The intention of this thesis was not to treat the reshaping of government as an all-or-nothing approach, but as a continuing evolution towards better management, as defined by the individual organization.

For the most part, however, the examination of current public sector values revealed that many of the individual public organizations were supportive of the post-bureaucratic paradigm.

It appears that the current values of the public service as a whole do reflect the more businesslike approach set forth in the new paradigm.

The purpose of this final chapter is to provide a summary of the data which have been presented in this thesis and present some general conclusions as to how public service values have changed, what the current values of the public service are, and how similar they are to the current private sector values.

### Summary and General Conclusions

Values are a central concept in the social sciences and humanities. In the introductory chapter of this thesis, they were defined as "enduring beliefs that influence the choices made by individuals, groups, or organizations from among available means or ends". For the purpose of this thesis, values have been examined in the context of the organization.

Many academics and practitioners overlooked the importance of values for a number of years. Traditionally considered as a 'soft' element of management, values have not been given the full recognition that is deserved. It has just been over the past decade that the significance of values has been widely acknowledged. Although values are considered a 'soft' element of management, if used correctly, values can produce some very 'hard' results.

Values can be utilized as both analytical and management

tools.<sup>3</sup> As used in this thesis, values provide an analytical framework, in which values can help to explain past, current and emerging developments in public and private sector management. Both academics and practitioners will be able to assess the development of a particular organization, or the sector as a whole, with the use of a values framework. Additionally, a good set of values will exemplify the purposes and goals of the organization which will produce not only clarity and direction, but if shared throughout the organization, these values could produce pride, loyalty and commitment to it.<sup>4</sup> In terms of government renewal, the key to re-inventing government is to re-invent government's culture. Shared values provide the foundation of the organization and are considered to be the "heart" of an organization's culture.<sup>5</sup>

The evidence presented in this thesis indicates that the culture of the public service, in terms of the values espoused throughout the public sector, has shifted to a culture more commonly associated with private sector management. This thesis has been organized to illustrate the evolution from traditional public sector values (Chapter II), to current public sector values (Chapter III), which have then been compared to the current values

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<sup>3</sup>Kenneth Kernaghan, "The Emerging Public Service Culture: Values, Ethics and Reforms", Canadian Public Administration (Winter 1994), p. 2.

<sup>4</sup>The Government of Canada, Governing Values , p. 7.

<sup>5</sup>W.H. Schmidt and B.Z. Posner, Managerial Values and Expectations: The Silent Power in Personal and Organizational Life, (New York: American Management Associations Membership Publications Divisions, 1982), p. 14.



of the private sector (Chapter IV). This framework has allowed for a thorough study not only of how public sector values have evolved/changed, but also of the direction in which they are heading.

The traditional public service values of accountability, political neutrality, integrity, representativeness, fairness/equity, responsiveness, and efficiency and effectiveness were examined in the second chapter. These are the values which have traditionally played a dominant role in influencing government policies and structures. It was found that while the importance of most of these values has endured, their relative importance has varied over time, except for accountability.

Accountability has been the strongest, most long-standing public service value in that it has been consistently important, while the relative importance of the other values has risen and declined over time. Traditionally, the focus on public service accountability has generally applied to public servants complying with the rules, regulations and procedural standards which have been set forth. This constant concern with ensuring that public administrators remain accountable, especially within the complex organizational network of government, has often been criticized as excessive, to the point where efforts to ensure accountability have become deterrents to productive management.

Although the implication that too much accountability in government is unproductive, too little accountability is not necessarily the answer either. Accountability is the cornerstone of democratic government and provides the basis upon which many of

the other public service values, such as efficiency, effectiveness, responsiveness and fairness/ equity, can flourish. Accountability is a central component of public administration as it is directly related to the three constitutional conventions of ministerial responsibility, public service anonymity and political neutrality.

However, political neutrality is currently in a state of relative decline. This may be attributed to the recent Supreme Court ruling which extended public servants' political rights; the several political appointments to senior public servant positions, especially in a number of provincial governments; and the gradual depreciation of public service anonymity and ministerial responsibility. Especially with the Charter of Rights and Freedoms, it is becoming more difficult to withhold many of the rights which public servants have traditionally been denied, either under the rationale of the doctrine of political neutrality or as an overall consequence of being a "public" servant.

From a theoretical perspective, the repercussions of the decline of political neutrality are many. Political neutrality is one of the conventions which helps define the relationship between politicians and public servants, in that politicians engage in partisan politics and public servants, at least at the senior levels, do not. The decline in political neutrality could muddle the already hazy line which separates these dichotomies. Additionally, since political neutrality works in conjunction with the two other conventions, namely, ministerial responsibility and public service anonymity, the more political neutrality diminishes,

the less likely it is that the two other conventions will remain valid. The severity of this implication is great, theoretically, since it undermines the constitutional conventions of our parliamentary democracy, but in practice, its implications may not be all that dramatic.

Possibly the most serious area for concern with regard to the decline of political neutrality is seen in the extension of public servants' political rights. For the most part, however, it appears that the upper echelons of the public service, which is composed of those individuals most actively involved in the policy-making process, are still abiding by their traditional roles which were defined in part by the doctrines of ministerial responsibility, public service anonymity and political neutrality- the very same conventions which have been argued to be on the decline. Therefore, it is difficult to evaluate the implications of the decline of political neutrality as no major precedent has been set which greatly undermines the doctrine or the Canadian parliamentary system. It can be argued that although the doctrine of political neutrality is in a state of relative decline, especially so in the area of political rights, it still remains strong as one of the essential elements of Canadian politics and public administration.

Unlike political neutrality, the ethical values of integrity and fairness/ equity have gained increasing attention over the past twenty years. Ethical values are useful in assisting public servants in resolving value conflicts (e.g. between efficiency and effectiveness), as well as assisting public servants in resolving

ethical dilemmas (e.g. between social and personal values). The high ethical standards which are promoted through these values are mandatory considering the influential role that public servants play in the policy-making process.

Efficiency has also been an important value along with the comparatively recent value of effectiveness. Much of the emphasis on government accountability has been in reference to keeping public servants accountable for the efficient and effective use of public funds. Other than accountability, efficiency and effectiveness have been the most consistent and enduring traditional public service values.

Representativeness has also been a popular value, especially during the 1980's. Like many of the other values, such as efficiency and effectiveness, representativeness is widespread throughout both the public and the private sectors. Although policies which promote a representative workforce have given rise to much criticism and debate, they have been an integral component of both public and private management.

Since the 1960's, public participation, or at least the appearance of public participation, in government has been on the rise. Responsiveness in government has become an increasingly important value as it helps legitimize the role of government by calling for openness, accessibility and public input into government decision-making. This traditional value has also been predominant in both public and private sector management.

An examination of the current public sector values reveals

that they are comprised of an amalgamation of traditional and new public sector values. In comparison to the traditional public service values which were examined in Chapter II, only the values of political neutrality, representativeness and efficiency did not appear within the top twenty current core values. Efficiency, however, was ranked fifth in the list of current secondary values. Thus, although efficiency was not promoted as a 'core' value by the respective organizations studied, it frequently appeared in their overall documentation (e.g. mission statements and/or strategic plans). Therefore, it would be irresponsible to suggest that efficiency is no longer an important or enduring public service value.

Political neutrality, on the other hand, did not appear in either of the lists of the top core or top secondary current values lists. To generalize on the basis of these data alone would be inappropriate; however, there is other evidence to suggest that this value is declining. It can be argued, therefore, that as a public service value, political neutrality is, at least currently, in a state of relative decline.

Representativeness is another traditional public service value which did not appear in the top current core or secondary values lists. Nonetheless, without considerable supporting evidence, it would not be appropriate to generalize about the decline of this value. It should only be concluded that representativeness was not encouraged as a top current public sector value by the public organizations examined in this study.

The rest of the traditional public service values, namely, integrity, fairness/ equity, accountability, effectiveness and responsiveness, were included in the new list of current public sector values. None of the traditional values, except for accountability, were 're-interpreted' as current public sector values. In the case of accountability, it can be argued that accountability has been re-interpreted to focus on accountability for results, rather than accountability for process (e.g. one is considered accountable if one complies with procedures, despite the end results). The new interpretation of accountability coincides with the characteristics of the post-bureaucratic paradigm as well as the practices of private sector management.

Many of the new public sector values which were promoted are also in tune with the characteristics of the post-bureaucratic paradigm and private sector management. Included among the top twenty current values were the new values of innovation, service/ service quality, teamwork, quality, openness, creativity, recognition and professionalism, to name a few. These new values clearly reflect the shift in public sector values as well as reinforcing the likelihood that a new form of public organization is emerging. The current values of the public service encourage 'high-performance', an element which has traditionally been associated with private, not public, sector management.

It can be concluded that throughout Canada's public services, there is little variation among the current values being espoused. An examination of each of the individual government's

values revealed that, for the most part, the same values were being espoused by each of the governments across Canada.

The same conclusion can be drawn when examining the values of the federal and provincial/territorial governments. Both the federal and the provincial/ territorial values were similar to the values of the public sector as a whole. This would suggest that the shift in values is national and is not affected by any of the regional, cultural or economic differences that are present in Canada.

It is noteworthy that included in the list of the top twenty current provincial/ territorial values was empowerment. Since empowerment entails an element of risk-taking and needs the support of public servants, politicians and the public to be effective, its endorsement as a provincial/ territorial value is a significant sign of government renewal. The endorsement of this value is notable since the value is in accord with the post-bureaucratic paradigm, but directly conflicts with the classical bureaucratic paradigm.

The new post-bureaucratic paradigm reflects more of a businesslike approach to public management; participative leadership, decentralized operations, consultation and co-operation, risk-taking, innovation and empowerment are all encouraged. Although there are differences between public and private administration, a comparison of the current public and current private sector values reveals that many of them are interchangeable between the sectors. Approximately three-quarters

of the current core public sector values were considered to be current private sector values as well. By comparing the private sector values to both the traditional and the current public sector values, it can be determined that the gap between public and private management, at least in terms of their shared values, is diminishing. The majority of the values found in both the current private and current public sector values were congruent.

For example, integrity, teamwork, respect, openness, quality, innovation, recognition, communication, service/ service quality, accountability, commitment/ dedication and honesty were all recognized as top public and top private sector values. Only a few values differed from each of the private and public sector lists. There were a few private sector values, however, that were clearly applicable to private sector management only. For example, profitability and competitiveness<sup>6</sup>, inherently private sector values, indicate how public and private administration are distinct.

For the most part, however, there was more than enough congruence between the espoused public and private sector values to conclude that the current values of the public sector are becoming more businesslike in nature. This shift to more businesslike operations in government was promoted in the recent PS 2000 initiative, which was also heavily influenced by the private sector strategy of TQM. After comparing the values of both the public and

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<sup>6</sup> Competitiveness appeared as a top secondary private sector value.



private sector to these two models, it can be argued that the values currently being espoused by government and business are in tune with what has been recommended in recent managerial reforms. Many of the techniques and approaches which are being promoted in today's management systems are generally applicable and practised in both sectors.

An interesting observation that should be noted is that in both the public and private sectors, efficiency ranked among the top secondary values, but did not rank among the top core values. Although the importance of this value is not questioned because of the ranking of these values, it was surprising to find that such a celebrated value was not included as a core value. Perhaps its absence as a core private sector value, rather than as a core public sector value, was more surprising given that private sector management has always been renowned for encouraging efficiency- an element of management that public administrators have only strived to achieve.

Considering the many differences between public and private administration (e.g. public administrators work within a political environment and private administrators do not), the congruence of values between the two sectors should not be overstated so as to imply that the public sector will, or is even able to, operate exactly like the private sector. Although they may share similar values, the operations of the public and private sectors are still distinct. However, it can be argued that what was considered 'acceptable practice' and 'unacceptable practice' in public sector

management has changed. Many of the new public sector values such as innovation, teamwork, service/ service quality and openness, encourage a much different organization than what we have been accustomed to.

A good illustration of the changes in public sector management is seen in the comparison of values espoused by departments, agencies and business organizations. This comparison allows one to ascertain if the values of organizations are predetermined according to organizational type and government/ political involvement.

Although it is reasonable to assume that the values espoused by the departments would be more conservative than the values espoused by agencies and business organizations, this was not the case. Surprisingly, the values of departments were more similar to the values of the private sector than to the values of the arm's-length organizations. In a comparison of all three lists of values, there was approximately sixty percent congruence between the values found in departments, agencies and business organizations.

The conclusion that can be drawn from this examination is that neither the type of organization, or the level of government involvement in an organization, is a significant factor in determining an organization's values. Additionally, it is significant that the values of the departments were just as progressive as those found in the private sector (for example, empowerment, innovation, creativity and flexibility were all among

the top department values), because departments are the public organizations most directly influenced by government. For example, departments are subject to more scrutiny by central agencies and the public eye; they are heavily influenced by the government of the day, or their political masters; and furthermore, departments tend to have the most rigid personnel systems and structures of accountability. Therefore, it can be concluded that the public and private sectors, at least in operational terms, are becoming much less distinctive.

Perhaps one of the most significant findings in all of the data examined is the fact that ethical values were espoused as the top values in both the public and the private sectors. Regardless of how the data were sorted, ethical values always appeared as the top ranking values.

In the public sector, the top values, namely, integrity, fairness/ equity, respect and accountability, are ethical values. At least one of these four values appeared at the top of every list of public service values that was examined. Since fairness/ equity, integrity and accountability are also traditional public service values, one may come to the conclusion that these ethical values have been, and will continue to be, enduring values.

Similarly, among private sector values, integrity and accountability were espoused as top private sector values. Integrity was actually the top core value for both the public and the private sectors.

Although it is significant that integrity was the top value

for both sectors, the implications of this ranking should not be exaggerated. Perhaps integrity means only consistency of saying and doing. Certainly it cannot be argued, based on these data, that there is the same respect in each sector for avoiding conflicts of interests or other ethical infractions. Without any further ethics information on the organizations examined, such as whether they have separate codes of ethics, ethical guidelines or an in-house ethics advisor, it is difficult to determine either how profound or how superficial espousing integrity is. In other words, some organizations may espouse the value of integrity as their only means of encouraging ethical behaviour in their organization, while other organizations may espouse integrity accompanied by ethics training and education, specific codes of ethics or possibly an ethics counsellor to aid in solving ethical dilemmas. Therefore, caution should be exercised in expecting too much from the value of integrity since encouraging ethical behaviour can be very complex. How pervasive integrity is as a top core value will vary from organization to organization.

It is evident, however, that the apparent popularity of ethical values indicates that the promotion of ethics is very important in both public and private sector management. Recently, an Ekos public opinion poll concluded that Canadians are "looking for higher levels of ethical standards".<sup>7</sup> As ethical values were the top values of each sector, it leads one to conclude that

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<sup>7</sup>Frank Graves. (Principal Investigator) Rethinking Government '94: An Overview and Synthesis (Toronto: Ekos Research Associates Inc., 1995), p. 20.

despite whatever differences there may be between public and private management, ethical values are one of the common threads.

This also holds true between individual organizations within both sectors. For instance, even though not every organization within the public and private sector can operate in the same fashion, or have the same values, they all can, however, endorse integrity, or any of the other ethical values. Ethical values may possibly be the common denominator of all organizations, regardless of mandate, ownership, or function. The strong endorsement of ethical values, from both the public and private organizations studies, supports this belief.

### Major Conclusions

This thesis contains four major hypotheses. It has been argued that there are new values being espoused in the public sector; that the current values of the public sector are an amalgamation of new and traditional values; that the current public sector values are more businesslike; and, finally, that at the same time that a shift in values is occurring, we are witnessing a shift in paradigms, from the classical bureaucratic paradigm to the post-bureaucratic paradigm.

It has been shown that there are many new and businesslike values in the public service which have permeated the traditional value system. Since many of the traditional public service values have remained as enduring values, the current system of values consists of a blend of new as well as traditional public service

values.

Using the data found within this thesis, a current value framework will be presented. It should be acknowledged, however, that further research is necessary in order to establish a definitive framework. The current value framework is composed of:

Integrity  
Fairness/ equity  
Respect  
Accountability/ responsibility  
Innovation  
Service/ service quality  
Teamwork  
Excellence  
Honesty  
Quality

These values constitute the top ten values espoused by the public organizations studied. However, depending on how some of the new values are defined, such as innovation and service, many of the other values could be incorporated into the new framework. For example, innovation could encompass creativity, openness or empowerment just as service/ service quality could imply the traditional value of responsiveness, as well as professionalism, communication and commitment/ dedication. How broadly some of these values can be defined will depend upon the preferences of each particular organization.

The current value framework has a high concentration of ethical values. Six of the top ten public sector values were also ethical values. Although it is argued that ethical values are important, this list does not sufficiently present the more

operational-oriented public sector values. In order to argue successfully, that a paradigm shift is occurring, the values which capture the public sector's organizational and managerial style should also be included in the new value framework. Thus, although technically ethical values are also public sector values, they will be isolated to provide a more comprehensive evaluation. This framework is shown below.<sup>8</sup>

Operational-Oriented Values

Innovation  
Service/ service quality  
Teamwork  
Quality  
Commitment/ dedication  
Effectiveness  
Openness  
Communication  
Recognition  
Professionalism  
Creativity  
Responsiveness  
Leadership

Ethical Values

Integrity  
Fairness/ equity  
Respect  
Accountability/ resp.  
Excellence  
Honesty  
Trust

Now that the shift in values has been confirmed and the new value framework established, the question which begs to be answered is whether a change in values precedes, accompanies or follows a paradigm shift.

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<sup>8</sup> It should be noted that with further research, the number of values can eventually be reduced to a more appropriate length. Until that time, however, these values can serve as the current value framework.

In order to answer this question, it should be kept in mind that although public organizations may be espousing progressive, high-performance values, this does not necessarily guarantee that the organizations will "live" these values. In other words, some organizations will be more concerned with living up to their values than others. If an organization's values become shared values, they can be very effective in changing the organization; if not, their benefit declines significantly. According to the Auditor General "value statements can be a strong positive tool, but management must be consistent and act accordingly. Announcing them and not living by them is deadly".<sup>9</sup>

If used correctly, values can change an organization's culture, even without embarking on structural change. It has been demonstrated that at the same time that there has been a shift in public service values, there has also been a shift, or the beginning of a shift, of paradigms. The post-bureaucratic paradigm calls for new and non-traditional ways of public sector management and operations. The new paradigm also calls for many new and progressive values. Since the shift in values and the shift in paradigms tend to work in concert, it is difficult to assess which shift came first. Nevertheless, it is argued that in order for a paradigm shift to occur, there first must be a shift in values. In other words, the acceptance and endorsement of a shift in public sector values, provides the foundation from which new managerial

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<sup>9</sup>Canada, Office of the Auditor General. The Report of the Auditor General: 1990 (Ottawa: Supply and Services, 1990), p. 193.



and operational standards, or a new paradigm of public organization, can be established.

Ekos researchers, in their recent study, found that Canadians wanted more from government than "a rational clearinghouse which pursues optimal economic efficiencies".<sup>10</sup> They noted that "Canadians are seeking a moral community from government as much as an economic association".<sup>11</sup> They found that Canadians want "a people-first priority and human-emphasis from government".<sup>12</sup> They sense that Canadians are "looking for reason, not revolution" and their views on government provide a sense of re-thinking rather than re-invention.<sup>13</sup> Overall, Canadians want efficiency and effectiveness in government; they expect the government to operate with integrity and high ethical standards; and, they expect there to be high-quality public services which are responsive to their needs and demands. Canadians are "not seeking a minimalist model of government, or even a massive withdrawal of government", Canadians are "undoubtedly interested in leaner, smarter government".<sup>14</sup>

With public pressure to "re-think" government, politicians are faced with a dilemma; do they retain a control-oriented public

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<sup>10</sup>Frank Graves. Rethinking Government '94: An Overview and Synthesis. p. 20.

<sup>11</sup>Ibid., p. 20.

<sup>12</sup>Ibid., p. 21.

<sup>13</sup>Ibid., p. 21.

<sup>14</sup>Ibid., p. 20.

service or do they endorse the current values, such as flexibility, innovation, and openness, which will lessen their control. Since it has been demonstrated that a shift in public service values has occurred, it can be argued that politicians are listening to the electorate and are in support of government renewal.

With the commitment of the public, politicians and public servants, the time for change may be upon us. Although the shift in public service values has been an evolving process, it represents a critical turning point in public administration. A new value framework, accompanied by the shift in paradigms, will hopefully result in a positive reshaping of government.

**Appendix A**

**Current Public Sector Values:  
An Alphabetical Listing of the Data**

**Legend:**

O = core value  
X = secondary value

**Type:**

- 1: departments, central agencies
- 2: agencies, boards, commissions  
and crown corporations

**Format:**

- 1: values presented in value statements
- 2: values presented in value statements  
and mission statements/ strategic plans
- 3: values presented in mission statements/  
strategic plans

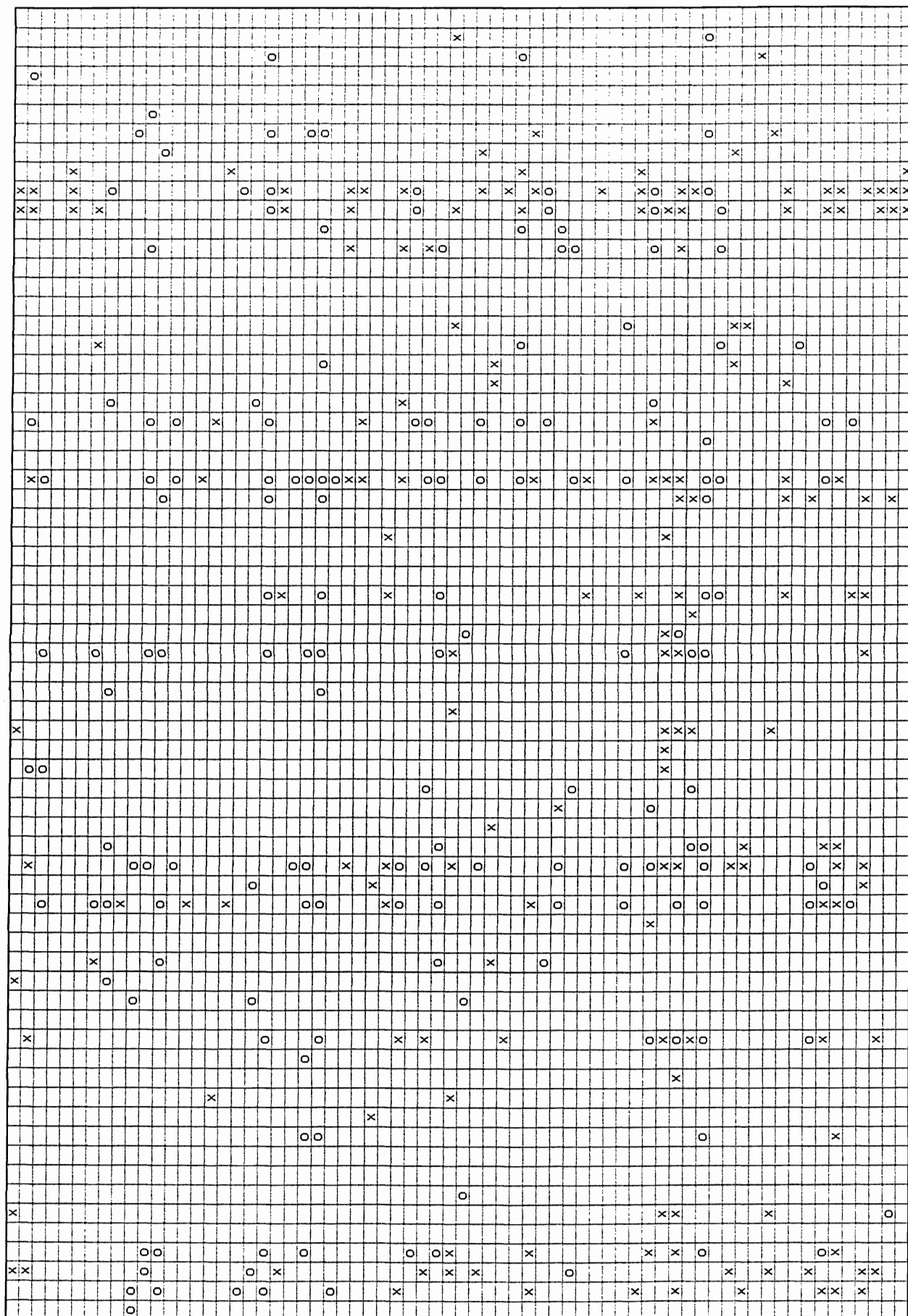
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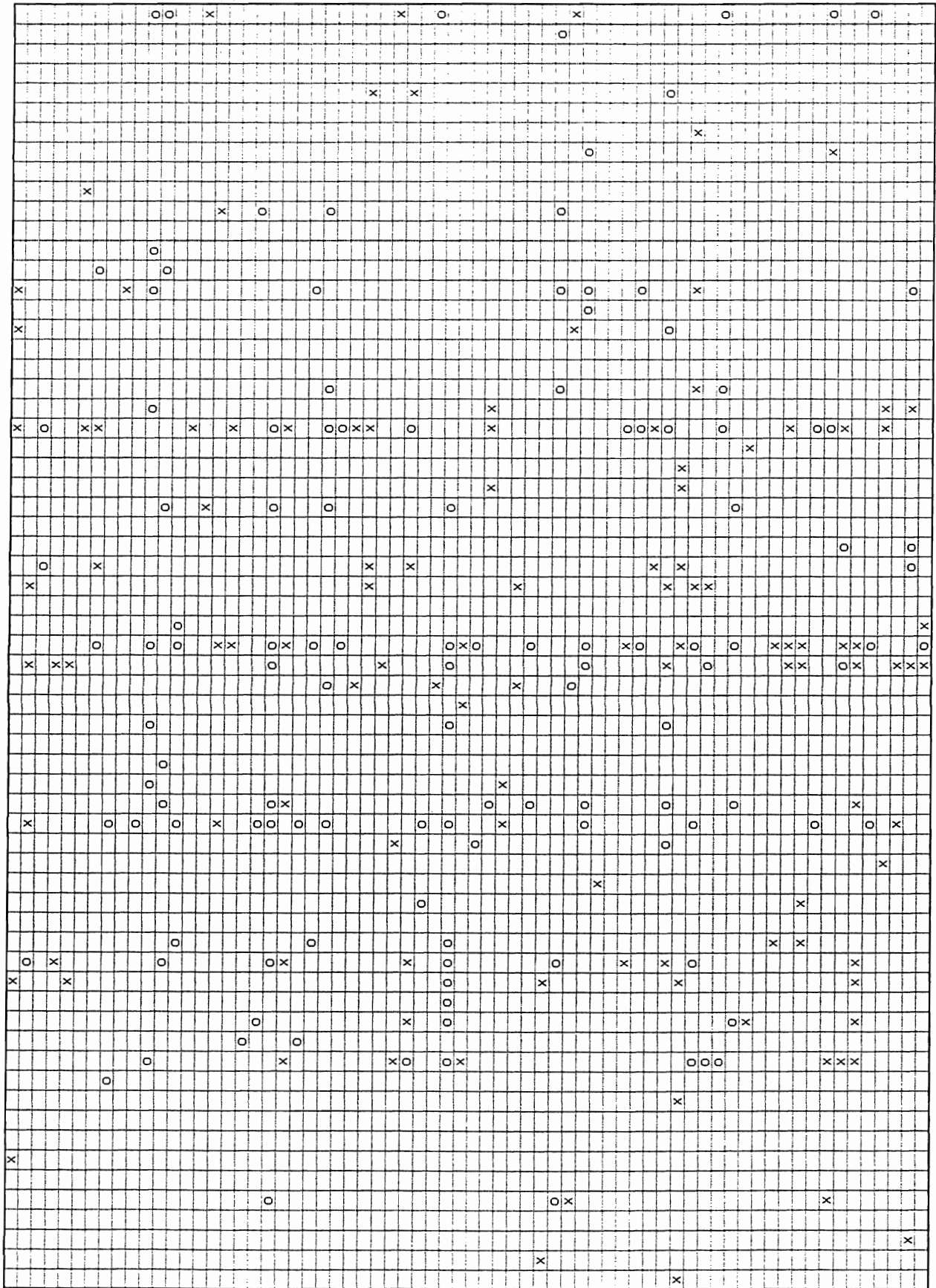


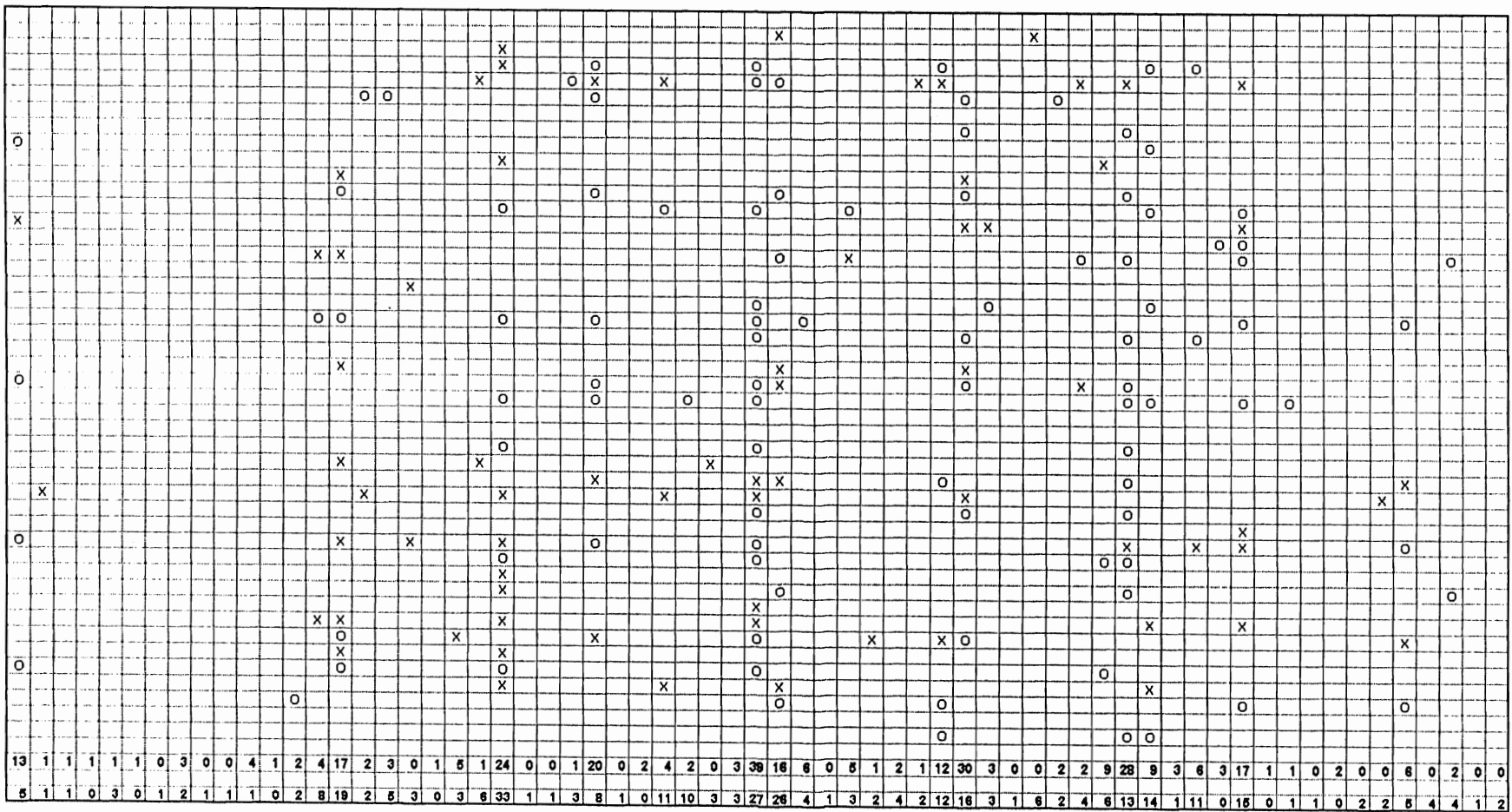












## Appendix B

Current Public Sector Values:  
Values Sorted by Level of Government

**Legend:**

O = core value  
X = secondary value

**Type:**

- 1: departments, central agencies
- 2: agencies, boards, commissions  
and crown corporations

**Format:**

- 1: values presented in value statements
- 2: values presented in value statements  
and mission statements/ strategic plans
- 3: values presented in mission statements/  
strategic plans

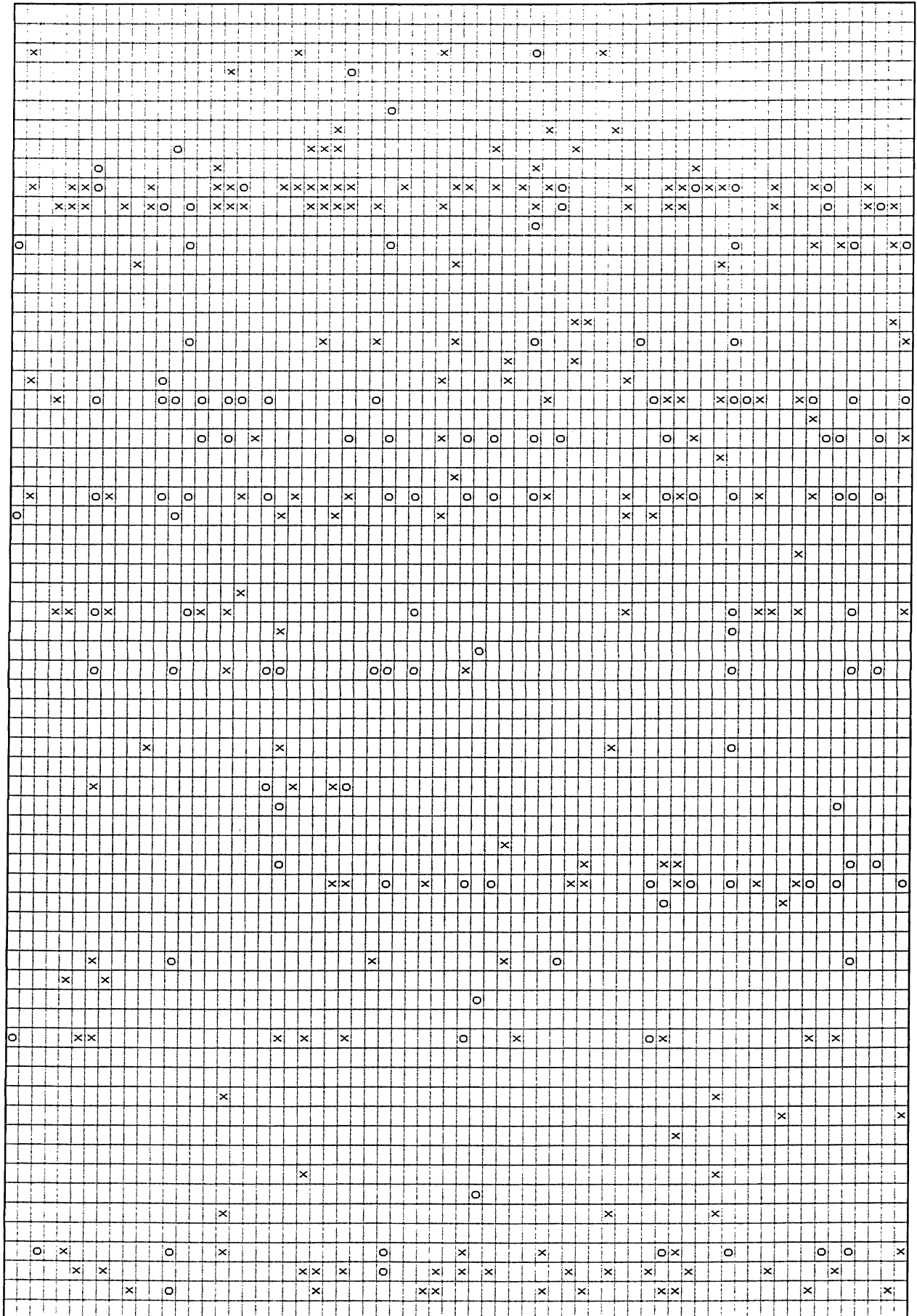
























**Appendix C**

**Current Public Sector Values:  
Values Sorted by Organizational Structure**

**Legend:**

O = core value  
X = secondary value

**Type:**

- 1: departments, central agencies
- 2: agencies, boards, commissions  
and crown corporations

**Format:**

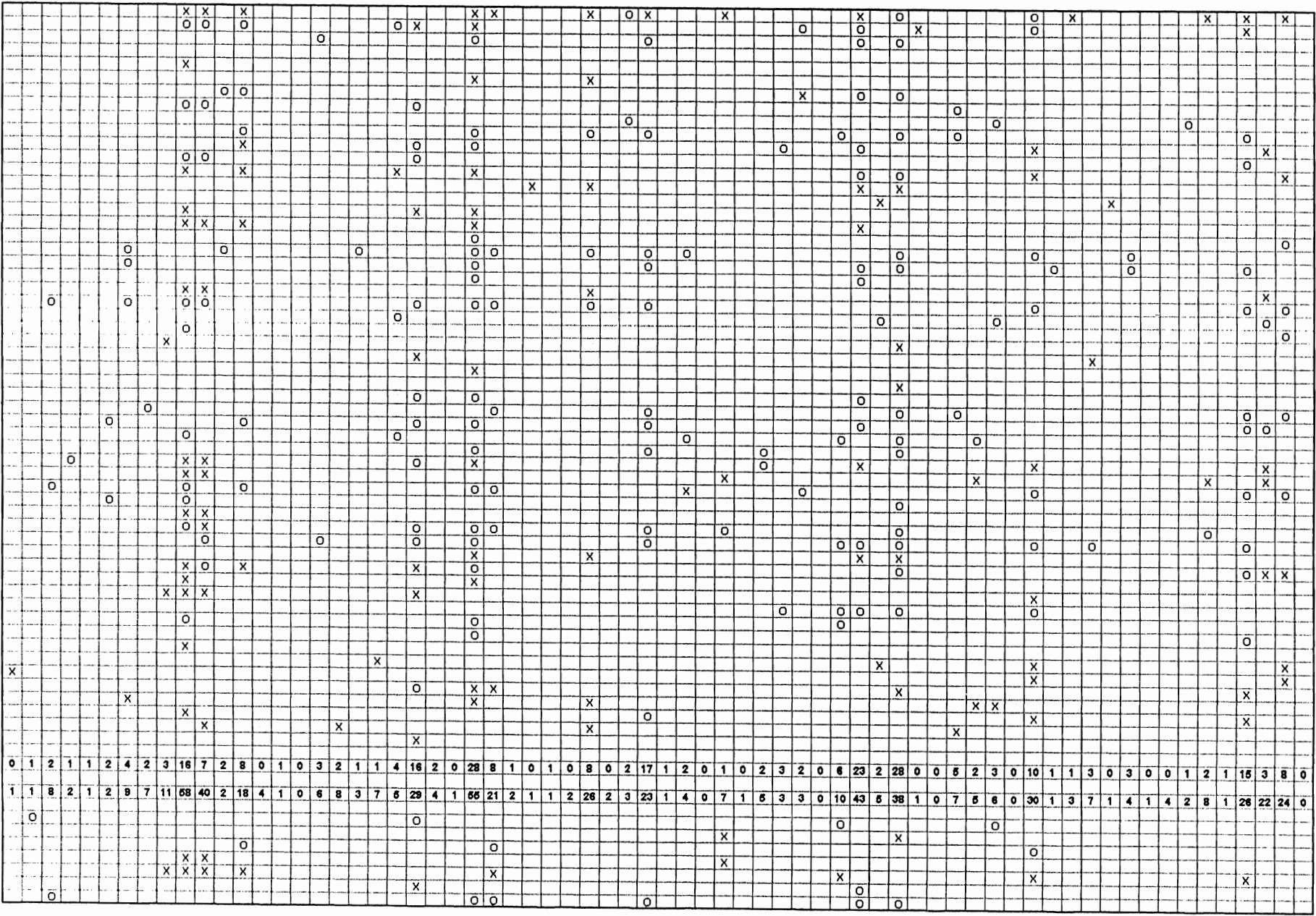
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and mission statements/ strategic plans
- 3: values presented in mission statements/  
strategic plans







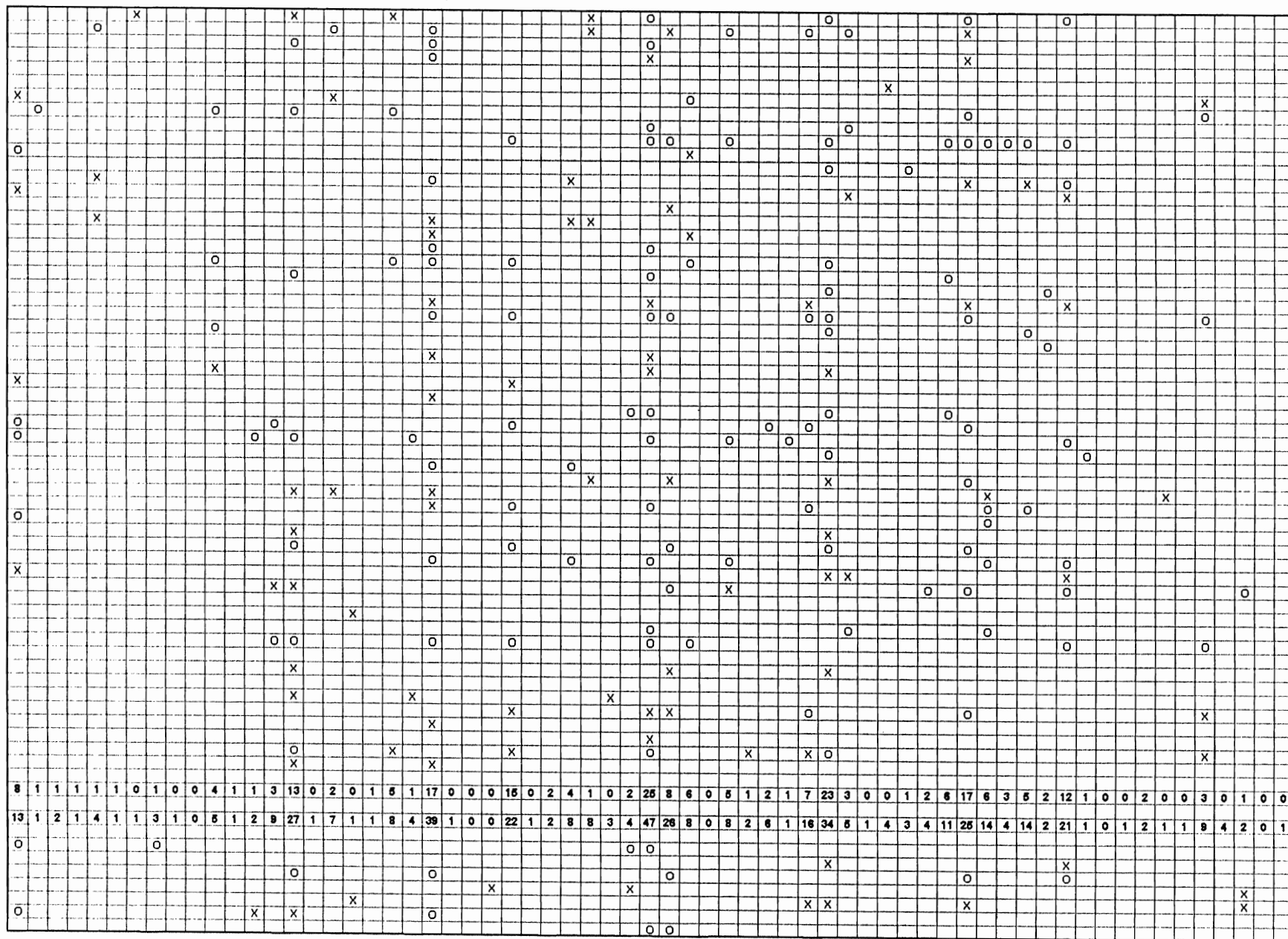














## Appendix D

### Current Private Sector Values

**Legend:**

O = core value  
X = secondary value

**Format:**

- 1: values presented in value statements
- 2: values presented in value statements  
and mission statements/ strategic plans
- 3: values presented in mission statements/  
strategic plans















## APPENDIX E

## Eight Basic Principles of Excellent Private Sector Values

1. A bias for action: a preference for doing something- anything- rather than sending a question through cycles and cycles of analyses and committee reports.
2. Staying close to the customer- learning his [her] preferences and catering to them.
3. Autonomy and entrepreneurship- breaking the corporation into small companies and encouraging them to think independently and competitively.
4. Productivity through people- creating in all employees the awareness that their best efforts are essential and that they will share in the rewards of the company's success.
5. Hands-on, value driven- insisting that executives keep in touch with the firm's essential business.
6. Stick to the knitting- remaining with the business the company knows best.
7. Simple form, lean staff- few administrative layers, few people at the upper levels.
8. Simultaneous loose-tight properties- fostering a climate where there is dedication to the central values of the company combined with tolerance for all employees who accept those values.

Source: Thomas J. Peters and Robert H. Waterman Jr, In Search of Excellence: Lessons from America's Best-run Companies (New York: Warner Books, 1982), p. i.

## Appendix F

A Comparison of Current Values in the Public and the Private Sectors							
Core Private Values	(n)	Core Public Values	(n)	Secondary Private Values	(n)	Secondary Public Values	(n)
Integrity	12	Integrity	41	Challenge/ growth	31	Acc't/ resp.	86
Teamwork	11	Fairness/ equity	41	Profitability	27	Effectiveness	78
Respect	10	Respect	39	Quality	25	Fairness/ equity	75
Cont. Improve.	9	Acc't/ resp.	37	Acc't/ resp.	24	Respect	66
Openness	9	Innovation	33	Environment	22	Efficiency	62
Quality	9	Service quality	30	Innovation	21	Integrity	62
Environment	8	Teamwork	28	Integrity	19	Innovation	57
Innovation	7	Excellence	25	Recognition	19	Quality	57
People	7	Honesty	25	Commit/ ded.	18	Service quality	46
Recognition	7	Quality	24	Competitiveness	18	Responsiveness	42
Communication	6	Commit/ ded.	23	Efficiency	18	Excellence	42
Profitability	6	Effectiveness	21	Excellence	18	Leadership	41
Service quality	6	Openness	21	Health & safety	18	Teamwork	41
Acc't/ resp	5	Communication	20	Train/ dev't	18	Co-operation	40
Commit/ ded.	5	Recognition	20	Respect	17	Commit/ ded.	39
Honesty	5	Professionalism	17	Community	16	Openness	38
~		Trust	17	Effectiveness	16	Communication	36
~		Creativity	16	Fairness/ equity	16	Honesty	36
~		Responsiveness	16	R & D/ tech.	16	Professionalism	36
~		Leadership	14	~		Partnerships	35

(n)= number of values cited

All values appear in order of rank

Source: See Appendices A and D

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 Advanced Education and Career Development (AB)  
 Advisory Commission on AIDS (NS)  
 Alberta Alcohol and Drug Abuse Com.  
 Alberta Agriculture  
 Alberta Economic Development  
 Alberta Education  
 Alberta Environment

Alberta Family and Social Services  
Alberta Health  
Alberta Human Resource Services  
Alberta Labour Relations Board  
Alberta Liquor Control Board  
Alberta Office of Coal Research and Technology  
Alberta Personnel Administration Office  
Alberta Public Safety Services  
Alberta Transportation and Utilities  
Alberta Treasury  
Alcoholism Foundation of Manitoba  
Agriculture Canada (CA)  
Atlantic Canada Opportunity Agency (CA)  
Auditor General of Canada  
BC Assessment Authority  
BC Buildings Corporation  
BC Hydro  
BC Rail  
BC Securities Commission  
BC Youth  
Career Development and Employment (AB)  
Canadian Centre for Occupational Health and Safety (CA)  
Canadian International Development Agency (CA)  
Charlottetown Area Development Corporation PE)  
Civil Service Commission (PE)  
Commission de la construction (PQ)  
Department of Agriculture (NB)  
Department of Communications (CA)  
Department of Community Services NS)  
Department of Consumer and Corporate Affairs (AB)  
Department of Education (NS), (PE), (NB)  
Department of Finance (MB), (NB)  
Department of Finance Canada  
Department of Fisheries (NF)  
Department of Forestry and Agriculture (NF)  
Department of Forestry Canada  
Department of Health (NS), (NF)  
Department of Health and Welfare (CA)  
Department of Indian and Northern Affairs (CA)  
Department of Justice (NB), (CA)  
Department of Municipal Affairs (NS)  
Department of Natural Resources (MB)  
Department of Personnel (NT)  
Department of Safe and Public Services (NT)  
Department of Social Services (NF), (NT)  
Department of Statistics Canada  
Department of the Environment (NS), (PE)  
Department of Transportation (NT)  
Deputy Attorney General (MB)  
Deputy Minister of Culture Heritage and Citizenship (MB)  
Deputy Minister of Education and Training (MB)  
Deputy Minister of Environment (MB)

Deputy Minister of Family Services (MB)  
Deputy Minister of Government Services (MB)  
Deputy Minister of Industry Trade and Tourism (MB)  
Deputy Minister of Labour (MB)  
Economic Innovation and Technology Council (MB)  
EMPR (NT)  
Energy, Mines and Resources (CA)  
Enterprise Newfoundland Labrador  
Environment Canada  
Environmental Assessment Board (ON)  
Executive Council Office (PE)  
GO Transit (ON)  
Industry, Science and Technology Canada  
Institute of Research and Information (PQ)  
Intergovernmental Affairs (NB)  
Labour Canada  
Liquor Control Board of Ontario  
Management Board Secretariat (ON)  
Manitoba Agriculture  
Manitoba Arts Council  
Manitoba Hydro  
Manitoba Intercultural Council  
Manitoba Liquor Control Commissioner  
Manitoba Museum of Man and Nature  
Manitoba Telephone System  
Medical Research Council of Canada  
Ministry of Advanced Education, Training and Technology (BC)  
Ministry of Communications (PQ)  
Ministry of Education (PQ)  
Ministry of Energy, Mines and Petroleum Research (BC)  
Ministry of Finance and Corporate Relations (BC)  
Ministry of Forests (BC)  
Ministry of Government Services (BC)  
Ministry of Health (BC), (ON)  
Ministry of Housing (ON)  
Ministry of Justice (PQ)  
Ministry of Manpower, Reve, Sec. (PQ)  
Ministry of Municipal Affairs (ON)  
Ministry of Natural Resources (ON)  
Ministry of Public Security (PQ)  
Ministry of Revenue (PQ)  
Ministry of Supply and Services (PQ)  
Ministry of Transportation (PQ)  
Ministry of Transportation and Highways (BC)  
Multiculturalism and Citizenship Canada  
Municipalities, Culture and Housing (NB)  
Museum of Civilization (PQ)  
Natural Science and Engineering Research (CA)  
National Archives  
New Brunswick Power  
Niagara Escarpment Commission (ON)  
Northern Pipeline Agency Canada

Occupational Health and Safety Commission (NB)  
 Office of the Auditor General (NF)  
 Office of the Comptroller (NB)  
 Ombudsman Ontario  
 Ontario Arts Council  
 Ontario Energy Corporation  
 Ontario Film Development Corporation  
 Ontario Hydro  
 Ontario Lottery Corporation  
 Ontario Securities Commission  
 Pension Commission of Ontario  
 Privy Council Office (CA)  
 Provincial Health Council (NS)  
 Public Affairs Bureau (AB)  
 Public Service Staff Relations Board (CA)  
 Public Works Canada  
 Purchase Commission Executive Offices (BC)  
 Regie des assurances agricoles (PQ)  
 Revenue Canada, Customs and Excise (CA)  
 Saskatchewan Agriculture and Food  
 Saskatchewan Assessment Management Agency  
 Saskatchewan Economic Development  
 Saskatchewan Indian and Metis Affairs Secretariat  
 Saskatchewan Labour  
 Saskatchewan Public Service Commission  
 Saskatchewan Research Council  
 Saskatchewan Social Services  
 Saskatchewan Womens' Secretariat  
 Secretary of the Treasury Board (CA)  
 Societe des Alcools du Quebec  
 Solicitor General Canada  
 Supply and Services Canada  
 Sydney Steel Corporation (NS)  
 The Canadian International Trade Tribunal (CA)  
 The Civil Aviation Tribunal (CA)  
 The Manitoba Public Insurance Corporation  
 The Nova Scotia Hospital  
 The Premier's Council (ON)  
 The St. Lawrence Parks Commission (ON)  
 Transport Canada  
 Treasury Board (CA)  
 Treasury Board Secretariat (NF)  
 Women's Directorate (NS)  
 Workers' Compensation Board (PE), (BC), (NT)  
 Workers' Compensation Review Board (BC)

#### The Private Sector:

Adventure Electronics  
 Air Canada



Alberta Natural Gas Co. Ltd.  
Alcan Aluminium Ltd.  
BC Telecom  
BCE Inc.  
Bell Canada  
Biochem Pharma  
Caledonia Mining Corporation  
Campbell Resources Inc.  
Canadian Forest Products Ltd.  
Cara Operations Ltd.  
Carena Developments Ltd.  
Cascades Inc.  
CFCF Inc.  
Champion Road Machienry  
Chauvco Resources Ltd.  
Cogeco Inc.  
Cominco Fertilizers Ltd.  
Consolidated Canadian Express Ltd.  
Consolidated Enfield Corporation  
Contrans Corporation  
Crown Life Insurance Co.  
Dayton Mining Corporation  
Devtek Corporation  
Dexleigh Corporation  
DuPont Canada  
Edper Enterprises Ltd.  
Enscor Inc.  
Four Seasons, Regent  
Gennum Corporation  
Global Stone Corporation  
Great-West Life Assurance Company  
Haley Industries Ltd.  
Harbour Petroleum Company Ltd.  
Hees International  
Home Oil Company Ltd.  
ICO Ltd.  
Imasco Ltd.  
IPL Inc.  
Laidlaw Waste Systems  
Landmark Corporation  
London Life Insurance Company  
Mackenzie Financial Corporation  
Magna International  
McGraw-Hill Ryerson Ltd.  
MDS Health Group Ltd.  
Morrison Petroleums Ltd.  
Newfoundland Power  
Noranda Forest Inc.  
Nova Scotia Power  
Pacific Northern Gas Ltd.  
Pan Canadian  
Placer Dome Inc.

Quno Corporation  
Ranger Oil Ltd.  
Rayrock Mines Inc.  
Renaissance Energy Ltd.  
Rolland Inc.  
Royal Bank of Canada  
Seagram Corporation Communicate  
SNC Lavalin Inc.  
Teck Corporation  
The Bank of Nova Scotia  
The Forzani Group Ltd.  
The Future Shop  
The Goldfarb Corporation  
The Loewen Group Inc.  
The North West Company  
The Pagurian Corporation Ltd.  
The Toronto-Dominion Bank  
Toronto Sun Publishing Corporation  
TransAlta Corporation  
Trojan Technologies  
Wascana Energy  
Westmin Resources Ltd.  
Xerox Company  
Zenon